MUNICIPAL MANPOWER POLICIES FOR THE CITY OF BOSTON: GUIDELINES FOR THE SEVENTIES

The Boston Urban Observatory

FEBRUARY, 1972

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THE BOSTON URBAN OBSERVATORY

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FOREWORD

This report on municipal manpower in the City of Boston is one of a series of Urban Observatory studies designed to improve the effectiveness of City policies and programs. Focusing on the City's requirements for administrative, professional and technical staff, the study examines current patterns and problems, identifies existing strengths and weaknesses, and offers a number of recommendations aimed at upgrading municipal performance by expanding the cadres of qualified staff. While the findings identify serious deficiencies, they also point to opportunities for effecting substantial change over the next decade. In particular, the study points to the potentially large attrition of high and middle level Civil Service personnel that will occur during the 1970's. Forward-looking, substantive revisions in the City's personnel policies could provide the foundation for a new period of municipal competence, and responsiveness.

The staff for this study consisted of Norman A. Abend, Project Director, Dr. Melvin R. Levin, Senior Consultant, Anstis Benfield and Andrew Motter (of the Urban Institute). Dan White (formerly of the City's Administrative Services Department and currently supervisor of the City's Emergency Employment Program) served as City of Boston liaison to the study. Joseph S. Slavet, Director of the Boston Urban Observatory, provided invaluable guidance and editorial assistance.

A number of municipal officials deserve special thanks: Paul Dorr, consultant to the City in personnel management and labor relations, Edward T. Sullivan, Director of Administrative Services, whose staff assisted in a variety of ways, and many department heads and supervisors who graciously consented to in-depth interviews. We are particularly thankful to the 1700 municipal employees who took the time to fill out the questionnaire, and to those officials who distributed and collected them.

I. SUMMARY

This distinguishable attribute of manpower studies appears to be that their specific recommendations are fastidiously ignored. Failure to follow through on what appear to be reasonable and useful recommendations may stem from ignorance of the proposals, the outright personal discomfort facing administrators in carrying out desirable changes, and perhaps most significantly, the lack of an identifiable influential constituency that would benefit from manpower improvements. The latter may explain why the described follow-up conditions prevail. The beneficiaries of improved manpower programs are rarely in a position to make themselves known. They represent a loose mixture of administrators, potential job applicants, employees capable of promotion and achievement, and even perhaps elected officials.

Unfortunately, in order to improve personnel practices there must be some losers. These include administrators who face increased job requirements and greater volume of work, unqualified persons who have reached upper-level positions mainly because of seniority, and the large body of lower echelon employees who fear that higher quality administrators would demand greater productivity than their current supervisors.

The major conclusion of this study is that many recommendations for improving Boston's municipal manpower incorporated in past reports of personnel practices are still valid. The recommendations fall into two broad categories: upgrading the effectiveness of the State Civil Service system, and adopting aggressive and progressive recruiting policies for middle and upper level positions. The impact of the numerous deficiencies of the State Civil Service system on municipal manpower problems has been well documented and is generally known. However, all reports conclude, as does this one, that there is great potential for improvement within the existing Civil Service laws and regulations that is not being utilized. Although outright alternatives to State Civil Service should receive careful con-

sideration, every effort should be made to solve the City's manpower problems within the context and framework of the present legal system.

In the area of recruitment, the lack of any unified positive policy for attracting qualified personnel at the middle and upper levels has been acknowledged by previous studies. The reasons for deficiencies in this area have been clearly identified for a number of years, but no substantial change has been forthcoming.

Manpower studies are a popular diversion among urban administrators, because the degree of progress in municipal personnel administration is noticeably deficient when compared to the standards of private enterprise and a growing number of public jurisdictions. The inadequacies of the Civil Service system contribute significantly to this disparity; however, the lack of a competitive market reduces the pressure to revise outdated manpower practices.

This report is significantly different from others in the past because it has investigated in depth the quantitative and qualitative aspects of the City's management profile. Thus, it demonstrated that a large turnover that can be expected in middle and upper level positions over the next 10 years (estimated at 600 incumbents) could provide the nucleus for a gradual but significant improvement in the city's manpower structure. This report further suggests that a focus of manpower improvements upon this relatively small but influential group of City employees will avoid the abrasions that would result from sudden, sweeping changes in personnel practices. Since the primary objective of improved personnel practices is the upgrading of public service, it is evident that changes in personnel policy must precede any significant improvement in the delivery of services.

II. INTRODUCTION AND GENERAL CONCLUSIONS

A quarter-century of turbulent social and economic change since the end of World War II has unearthed varying degrees of weaknesses in the capabilities of municipal institutions throughout the nation to cope with complex urban conditions. In Massachusetts these weaknesses include basic inadequacies in municipal powers and structures attributable to delay in the implementation of home rule, reluctance to update municipal charters and failure to modernize local administrative organization. Boston exhibits in full measure the problems which afflict most municipalities, but this study indicates that in one critical area--municipal manpower resources and utilization--it is confronted with both special difficulties and compensating opportunities.

There is special reason for concern over the quality of city employment. Local government in Massachusetts is not only big business, it is one of the fastest growing sectors of the state economy. One out of every 16 persons in the labor force of the state now works for its cities and towns. Municipal payrolls run to over $1 billion a year, more than twice the annual payroll of the state government. The total number of city and town employees exceeds 150,000, of whom about 125,000 are full-time, permanent staff. Some 80,000 persons are employed by the cities, of whom 14,000 are City of Boston employees, and 65,000 municipal employees are covered by the state's Civil Service laws. As will be discussed below, this state-local hybrid personnel system raises a number of complex issues. One that has not been dealt with directly in the past is at what level of responsibility needed change in personnel policies and administration should occur first. In other words, where do we begin?

The City of Boston's current concern over its own manpower needs and prospects is part of a growing nationwide attention to the urgent problem of municipal manpower and personnel policies. To a considerable extent, this

concern does not reflect a feeling that government performance has completely collapsed; instead there is a consensus that municipalities badly require up-to-date management policies reflecting the best of private corporate practice. Citizens are expressing rising expectations about the productivity levels of municipal employees. They assume, quite correctly, that an increasing proportion of higher local taxes is being allocated for making salaries more competitive and working conditions more attractive for existing and potential personnel. They expect results in the form of upgraded municipal services. Too often these hopes have been disappointed. There has been growing disillusionment as municipal taxes and wage scales have increased sharply while public services continue to founder in a morass of political and administrative problems.

It is true that salaries and promotional opportunities are not quite as attractive in most municipalities as those of the federal government. Except for selected office clerical occupations,[1] federal salaries are often higher than municipal salaries for positions of similar requirements and qualifications. Furthermore, there is a wider range of choice and a greater number of higher-paying jobs available at federal and state levels, and a larger proportion of the middle-level jobs and promotional opportunities in state and federal government are less likely to require political credentials and sponsorship. Generally speaking, federal employment has achieved a reasonably high degree of respectability. State employment--while considered by federal bureaucrats to be a backwoods area--is increasing its total number of status-level positions. In contrast, city employment, except for a relatively few controversial, publicity-generating key positions, is apt to rank lower in prestige than other government employment. Under these circumstances, it is not easy to attract and retain first-quality career executives to municipal opportunities. Some

highly qualified individuals enter municipal service for limited periods of tenure, using the position as a stepping stone for a more prestigious state or federal position. Others use city employment to test their political potential for elective office. While a city may benefit from such temporary employment, these comparatively short stays do not effect a pervasive and permanent improvement in the quality of municipal employment, nor do they provide cadres useful as nuclei for attracting second and third level career staff who can sustain a relatively high degree of municipal effectiveness.

There are pitfalls in making any type of projection, but predicting manpower supply and demand requirements is a particularly hazardous field in which to experiment with mystic powers. A classic example of the shifts which can occur almost overnight in the municipal (or other) manpower area may be noted in the preface of a recent publication which was caught short by a rapidly changing situation.

> The purpose of this study is to investigate the substantial, persistent and widespread job vacancies or shortages that exist in certain classes of urban government employees... Examples of such classes are registered nurses, policemen, teachers, social workers, librarians, and probation officers. [2]

Sent to press in 1970 but issued in 1971, this report came on the market when there were ten applicants for every teaching job, and police recruitment efforts were limited to increasing the proportion of applicants from a few minority groups and filling existing vacancies.

For upper-level jobs, however, a waiting line rarely forms. Most applicants, moreover, can charitably be categorized as only moderately competent, partly because the reluctance on the part of many qualified people to enter the public service reduces the available pool of talented applicants. Qualitative levels have been rising in recent years: while elected officials may attempt to fill lower-level jobs with a variety of constituents, well-seasoned

political leaders are increasingly less disposed to appoint under-qualified and unqualified applicants to positions which require demonstrated executive skills and experience. Aware of the risks of mediocrities in senior professional and technical jobs, but also aware of the dangers and possible futility of using long and short range manpower projections as indicators of their staff requirements, urban administrators are ready for substantial changes in manpower policies and practices.

Thus, this study focuses on the problem of recruiting and retaining an adequate number of qualified top-level and middle-level staff as administrators, professionals and technicians in the City of Boston: research in Boston and elsewhere discloses that many of the difficulties of municipal government can be traced to personnel problems at the higher administrative, professional and technical levels. A major source of such problems is a retirement bulge which will result in an unusually high rate of senior staff requirements occurring during the 1970's, and which is coupled with a general failure in the past to recruit high quality replacements at the junior and middle management levels who would eventually climb to the highest ranks. This combination of the coming wave of retirements and an inadequate in-house supply of quality replacements could lead to extremely serious and perhaps worsening management problems. On the other hand, the substantial number of retirements anticipated in the 1970's and beyond will also open up unprecedented opportunities for manpower improvement. There will be, however, considerable temptation to restrict promotional opportunities at the higher levels to upgrading existing employees, a process which may not give the City the maximum degree of selection choice. In contrast, if alternative paths of recruitment and selection are developed, there will be many openings for highly talented professional, administrative and technical staff in the next decade. The latter approach also has its prob-

lems, however. Younger people hired as top-level replacements could run into difficulties in supervising an entrenched cadre of older workers smarting over their failure to be promoted to positions of greater responsibility. Nevertheless, the traditional option, promotion solely on the basis of tenure rather than through open competition, can have far more deadening consequences.

The Little City Halls report prepared by Dr. Eric Nordlinger under auspices of the Boston Urban Observatory in 1972 contains a penetrating and useful analysis of how personnel practices in the City of Boston operate, particularly as they affect the quality of manpower and its relationship to the provision of services.[3] For example, Nordlinger notes:

> With regard to suitable targets serving as change agents, both departmental commissioners and local supervisory personnel constitute potentially effective candidates....They have considerable formal authority, more actual power than any other individual or small group of officials, they enjoy the prestige of being the top man in their departments, and they have various resources at their disposal which might be used to make life more or less comfortable for upper and middle level officials...On the other hand, some commissioners are appointed from administrative positions to which they return when a new Mayor comes into office. These commissioners are imbued with the ethos and when they resume their civil service posts, they would have to pay a high price if they denied the ethos during their tenure as commissioner. Moreover, the commissioners' exercise of their formal authority is sharply circumscribed by the ethos' behavioral consequences, the protection offered by civil service regulations, the power of the unions, and the fact that commissioners can not select their own staff from outside the civil service system upon assuming office.[4]

Thus Nordlinger suggests that department heads are the ideal individuals through whom change should be expected to emanate. In practice, however, this rarely occurs. Nordlinger goes on to say:

> ...if changes are to occur which entail improved services, the behavior of one group of civil servants -- the second line supervisors and foremen -- has to be affected. The upper and middle echelon officials could also play an important role in bringing about changes but this is not necessary...This point becomes all the

> more persuasive when it is noted that at least three-quarters of complaints received by the Little City Halls are of a routine variety which can be handled at the local level.
>
> * * * * * *
>
> This is by no means to suggest that supervisory personnel are ideal change agents. They are far from being that. Despite the slack that they could take up, they are faced with behavioral rule 3, according to which "in-town" officials hoard as much authority as possible without contravening the ethos. They are confronted with subordinates wedded to the incentives of convenience and sociability. And since most of the supervisors themselves subscribe to the ethos, this sharply detracts from the possibility of change.....[5]

What is particularly significant about the Nordlinger conclusions is their identification of this middle to upper layer of management as not only a prime target for effecting improvements in municipal services, but the most resistant to influences from the outside, particularly in personnel practices. Timidity and susceptibility to political expedience at the highest levels induced by pressure from the lower levels effectively prevents any significant changes in the staffing of supervisory and middle to upper level positions. Thus the issue of personnel policies for the delivery of services becomes critical. Since the primary objective of improved personnel practices is the upgrading of public service, it is evident that changes in personnel policy must precede any significant improvement in the delivery of services. This serves to place an increased burden on the City's personnel policies and procedures.

In view of the preceding discussion, it is not surprising that one of the research topics selected for the Boston Urban Observatory's first-year agenda was a study of the City's manpower needs during the 1970's and identification of the problems to be faced in meeting those needs. Indeed, City officials had already undertaken an evaluation of current personnel requirements by establishing a Recruiting and Manpower Task Force as part of a newly-organized Management Development Council. Although the Task Force had a shorter-range perspective and emphasized the quantitative aspect of the manpower problem, it touched upon many issues discussed in this report as being important for longer range manpower planning.

Thus, this Urban Observatory study has the following initial objectives:

1. An identification of medium-range (i.e., 1975) manpower requirements at the professional, administrative, and technical levels.

2. An appraisal of staffing patterns and recruitment practices, as they relate to projected needs in the 1970's.

3. Recommendations for improving and upgrading personnel policies, including the adoption of progressive recruiting efforts and the establishment of proposed linkages to universities and private industry on a permanent, long-term basis to ensure a qualified supply of required personnel.

In addition to meeting these primary objectives, the study has focused primarily on emerging manpower issues relating to predicted mid-to-late 1970's shortages of professional, administrative and technical manpower categories.

The analysis relies heavily upon data drawn from a selected number of personal interviews with City department and division heads, other key City personnel, and representatives of institutions of higher education in metropolitan Boston who represent an important segment of the supply side of the manpower equation. Three separate survey tools were also used: a City employee questionnaire, a survey of in-service training in other cities, and a survey of recruiting policies and related personnel activities being followed by other cities. The latter two approaches were instituted to provide guidance on possible innovations in manpower policies open to the City of Boston in meeting its needs for professional, technical, and executive-level personnel.

The Manpower Survey Questionnaire used in this study incorporated questions which were of direct as well as indirect use. It also contained some items that may be termed "census" questions; although they were of marginal use in this report, they may be of value in subsequent studies. The purpose of the question in the Manpower Survey was to provide data permitting some broad comparisons concerning the characteristics of Boston employees with the population as a whole. A number of questions were also included at the request of specific in-

dividuals or departmental representatives which were to be used in their own manpower planning efforts. The results of the questionnaire thus may be viewed as a foundation for making a number of long-term manpower recommendations as well as providing guidelines concerning the needs for specific preparation and supplemental training for individual jobs.

Approximately one-third of the 5,000 questionnaires were returned in usable form. The data available from the nearly 1,700 questionnaires are summarized in a separate section of this report. The tables incorporating the data may be found in the Appendix.

General Conclusions

The major conclusion of this report is that the manpower needs of the City of Boston over the next five years can be met if there is proper utilization of greater Boston's existing supply of trained people, including those already employed in departments of the City government. Whether or not the City chooses to take advantage of the availability of trained manpower matriculating from the many educational and training institutions in greater Boston depends on two factors: (1) the policies adopted and implemented by the City's appointing authorities -- the Mayor and department heads, and (2) the joint development of progressive personnel policies in cooperation with the State Division of Civil Service; or as an alternative to the latter, adoption by the City of Boston of modern personnel practices through a cooperatively designed operating arrangement under which the State Director of Civil Service delegates all or parts of the administration of the Civil Service laws to City officials.[6]

It is important to note that the framework within which most City personnel policies operate -- the state's Civil Service system -- is far from a straitjacket, although it often represents a convenient excuse for ineffective action or inaction on the part of appointing authorities. City department heads currently have almost complete control over recruiting and related personnel practices

because the State Director of Civil Service almost generally approves the request of the appointing authority for filling promotional positions as well as entry-level through open competitive examinations. However, many department heads apparently are either unaware of this choice or else are fearful of using open competitive examinations for promotional opportunities, since their permanent staff is strongly opposed to lateral entry, i.e., outsiders entering the City service at the higher levels. Thus they continue to prefer the following traditional promotional examination methods. Persons with longest service are promoted on the basis of qualifying examinations; departmental promotional examinations are selected; or competitive promotional examinations restricted to persons within the classified service are used. While the possibility of significant improvement exists even if agencies operate within options available under the current system, restrictive Civil Service procedures of the past and the narrow recruitment and appointment tendencies of City department heads have served to discourage the entrance of well-qualified staff into the City's public service for many years. Really substantial changes in personnel policy will have to be publicly advertised and vigorously implemented in some departments which are still operating with the primary objective of guaranteeing security and promotion to incumbents, rather than that of providing improved services. Without the fresh insights and inputs of new, qualified staff, departments tend to slow down to a state of hibernation. There is no incentive to raise levels of productivity, and young, trained people do not want to work in moribund departments, even when the pay is fairly competitive. Until recently this seems to be what the average City employee wanted--job security in a torpid, protected environment which no outsider was allowed to disrupt.

This attitude has allowed many City governments to slide downhill to a point where they are unable to meet the demands of currently complex program needs. Impotent City agencies are often caught between snobbish federal grant-givers and impatient, sometimes militant, constituents. The simple fact that federal funds may be available is no guarantee that all cities will share equally.

> Just as more federal paper failed to liberate the cities, so will less. The size and weight of federal requirements is neither the cause nor the cure of the dilemma of mayors and city administrators. Nor, alone, is money. Cities did not respond to the challenge of model cities because they could not. We were wrong about local competence and creative capacity. There is precious little of it there. I suspect. . .that the $2 billion that President Nixon wants to share with the mayors is going into a vessel that is flawed, at least, if not cracked. That's why he is asking for $100 million to 'assist' city governments in planning and management; in other words, to train them.[7]

As long as City government was a relatively simple affair, few citizens complained. However, particularly since municipal pay scales have soared, residents now expect better performance, more innovation, and greater productivity from every department. Fortunately, there are visible signs of progress. There are examples of City agencies, particularly those financed with federal funds which have actively recruited new staff on the basis of progressive personnel practices, to indicate that the infusion of new blood is feasible and beneficial. New people have enlivened selected municipal agencies, increased productivity and generated innovation without uprooting competent Civil Service career personnel.

Whether or not the people of Boston actually receive the quality of services they pay for will depend on the quality of municipal administration. However, one critical place to launch a systematic effort to upgrade services is with a central professional personnel staff in the Administrative Services Department who can discuss with City department heads and their personnel officers the agencies' needs for trained personnel at each level and then

can develop close relationships with potential sources of supply. Greater Boston's colleges, universities and technical institutions offer an unusual reservoir of manpower resources. Interviews with college placement officers indicate genuine interest on the part of qualified students in City government careers (particularly since the onset of the 1970-71 recession), but there is also a widespread perception among their student bodies that all City jobs demand either political credentials or are confined to low-wage, low-prestige entry clerical and blue collar positions.

Very little can or even should be done to eliminate factors of political responsiveness at the highest levels of City employment. Just as supergrade positions in the federal government are subject to desirable political accountability, there is every reason to reserve politically responsible top-level jobs to Mayoral appointment. Local politics and public service are not to everyone's taste, but a great deal could be done by the City to help students and other potential participants in the service understand the political realities of the public service. It would help considerably if high schools were visited often by personable public service "image builders" so that bright students would not restrict their career interests to private industry before even considering municipal public service as a desirable choice.

There are many opportunities which could be developed for talented new people and for competent trained professional, administrative and technical staff. One approach to attracting high quality staff is to place less emphasis on permanence of employment; people could be encouraged to "try" public service and then, if they do not like it, they could go elsewhere. Job security is traditionally stressed in municipal recruitment activities, even though potential applicants are told that this should not be a major factor in their decision to join the City work force. Nevertheless, the prospect of long-term, highly-protected employment, where dismissal comes only after the most flagrant behavior, rarely related to imcompetence, invariably attracts insecure mediocrities. This phenomenon may also

be noted in many large private corporations. Some companies boast of never having fired an employee. Some company officials often claim that company growth has permitted promotions for the bulk of qualified employees, a luxury usually lacking in municipal employment.

Based on the new data uncovered as a part of this study as well as a careful review of state Civil Service laws and their applications, significant improvements in Boston's manpower situation is within the realm of genuine possibility. It is time to dispel the myth of municipal impotence in improving and modernizing personnel practices. There are some regularly overlooked sections of the Civil Service laws which, if adopted, would give the city much wider latitude in its personnel actions.

The large number of vacancies in responsible positions that will occur during the 1970's presents an opportunity to alter the image of public service in Boston over a manageable time period, provided modification in personnel policies and practices can be made now, at the beginning of the decade.

III. REVIEW OF PAST STUDIES: APPLICABLE RECOMMENDATIONS

A review of manpower and personnel studies for Boston and other cities identified findings and recommendations presented by earlier manpower studies. This review focused on the extent to which earlier recommendations had been implemented, and examined recent actions aimed at meeting the growing need for qualified professional, administrative, and technical staff. The following discussion represented a distillation of the findings and conclusions of such past reports.

Almost all of the studies reviewed mentioned the increasing necessity of having better trained employees at all levels of City government. Previous studies noted the deficiencies in the outputs of the current system of personnel administration for filling vacancies and for planning the manpower needs of the near future.

Several studies suggested that there were far too many vacancies at all levels of most agencies and that existing jobs were frequently filled by people with either inappropriate or inadequate experience and training. They noted that many incumbents of critical positions were nearing retirement age and that key agencies had no backup personnel who were adequately prepared for filling such positions.

Some studies mentioned low salaries as a deterrent to attracting qualified personnel, and almost all cited the rigidity of the Massachusetts Civil Service system as a major stumbling block to effective recruitment. In contrast to City agencies, the reports noted that business firms and the federal government actively recruited college students while they were still in school. Moreover, the studies indicated that private employers and federal agencies offered much higher salaries. (This situation has been corrected in many job categories.)

The Boston Finance Commission report (1963) concluded that high school students trained in clerical work, building maintenance, automotive repair, data processing and many other occupations were not being actively recruited by the City.[8] This pattern has not changed significantly during the past decade, since Boston does not systematically tap this potential source of trained manpower under present recruitment policies. More important perhaps, few if any departments in the current, somewhat decentralized system of personnel administration have attempted to develop their own manpower pipelines to local schools and colleges.[9] There are several students in the Northeastern University Cooperative Program who work on a regular, part-time basis for selected City agencies, mostly in the engineering area. Although Northeastern has cooperative students available in several fields, they are rarely used, except as noted above, in the City's engineering units.

Two reports noted that the City has very little commitment to in-service training programs, which are indispensable to career development. The recent Brown study concluded:

> People are taking useless courses or repeating courses. Many employees are not informed of available courses. A training opportunities brochure was published in 1968, but it was not distributed until February, 1969. Training is given low priority, with no strong support from the top. Communications are poor between the training coordinator and the department heads.[10]

The Brown conclusions are confirmed by a staff member of the City's central personnel agency who adds that the City does not allow any time off for employees to take courses in local universities or special training programs. He felt that there should be provision for employees at all levels to obtain further education and training related to their jobs with the help of the City.

In the absence of genuine home rule, Boston agencies must operate within the framework of the State Civil Service system. The glaring deficiencies and rigidities in the Massachusetts Civil Service system have been criticized for well over a decade. In several instances the system lacks components which

are considered to be part of an ideal system. Several of these have been recommended in the past, including: (a) creation of a central personnel agency, (b) a new classification system, (c) development of an equitable salary plan, (d) more aggressive recruitment programs, (e) a functioning probationary system and more effective evaluation of performance, (f) extensive in-service training, (g) creation of uniform regulations, (h) effective career development, (i) establishment of an effective disciplinary system, (j) elimination of absolute veterans' preference.

Although some Civil Service reforms have been adopted by the Legislature over the past ten years, key measures have failed of enactment. For example, repeal of the absolute veterans' preference provision was voted down by the 1970 legislature.

Several of the City's personnel officers feel that the Civil Service system is at the root of many of their problems. For example, the Director of Administrative Services asked a pointed question of Professor Brown in a memorandum dated August 18, 1969: "On the subject of recruitment, did the Commission develop any constructive suggestions as to how qualified candidates can be attracted to a Civil Service System which almost precludes lateral entry and which makes it impossible to offer a permanent position to anyone outside the system?" It is generally agreed that promotional examinations open only to employees who are already in the department seriously restrict progressive recruiting practices. (The Civil Service problem is covered more fully in a separate section of this report.)

The rigidity of Civil Service laws and regulations has long been a bone of contention. For example, the local chapter of the National Alliance of Businessmen (NAB) requested the redesign of Civil Service examinations in Massachusetts as one way of assisting disadvantaged people who have potential but who presently cannot pass such examinations.[11] The "Public Service Careers

Program" proposed by the NAB in May, 1970 was implemented by Action for Boston Community Development, the city's anti-poverty agency, during the fall of 1970. One hundred and fifty-three positions in the City service covered by this program were exempted from Civil Service requirements for qualified members of minority groups. One hundred of these were entry-level positions; fifty-three, upper level.

Although systematized manpower planning on a minimum of a five-year basis has often been recommended as responsible personnel practice,[12] it is not an active component of City policy. However, it should also be noted that manpower planning for more than one year is dependent upon preparation of an effective program budget. Only since 1970 has the City of Boston been in the process of implementing such a budget approach.

Personnel record keeping and data processing have also been identified as areas of major deficiency in Boston by past studies. Records are inadequate particularly in terms of follow-up information bearing on the quality of performance and changes in educational profiles and skill levels. The New York City Guide to Agency Personnel Management lists the information which ought to be maintained in an automatic data system for any large municipality:

> date of entry, title, salary, address and phone, work assignment, evaluation, pension and social security benefits, veterans status, union contracts. . .[13]

It also suggests that individual personnel folders include additional data on:

> special skills, education, special problems, routine leaves, health, training programs, accidents, grievances, discipline, probation, performance evaluation, awards, outside employment, and resignation.[14]

Almost all of the reports reviewed noted that prevailing low salaries represented an obstacle to the recruitment of good top-level personnel. The Boston Municipal Research Bureau recommended that salaries of agency heads be high enough to "compete with private industry and with other government agencies

and that they need to be commensurate with responsibility," and that "salary levels put the executive in proper salary relationship with the rank and file".[15] Recent Mayors have shied away from complying fully with the salary recommendations of the latter report.

By the early 1970's an improved collective bargaining process resulted in substantial increases in most employee salaries with the result that supervisory and management-level salaries now come close to their counterparts in private enterprise. Moreover, much of this salary improvement has been added to already generous "fringe benefits" (such as sick leave and retirement), which are generally superior to those in the private sector. A positive program of publicity is required to get this message of City service advantages, including those of competitive salaries, across to qualified people. Here again, however, the City emphasis in recruitment practices tends to be on long-term security--retirement and sick leave. (It may be consoling to know that these incentives are also increasingly being used to attract personnel--even high level executives--to private industry.)

Persons interested in liberal retirement programs correctly assume that the City provides one of the most generous available. An employee with as little as twenty years of City service can retire at or before the maximum retirement age of seventy years, or can retire at age 55 with as little as five years employment. As in most systems, the longer the tenure the higher the benefits, with the maximum reached at thirty-two years of service at age 65. The key provision is the retirement allowance under this system, i.e., 80 percent of the employee's average pay received during the highest five years of service. It is feasible for a person to enter City employment directly out of high school or college and to earn his full 80 percent retirement allowance while in his late fifties.

While private retirement arrangements have shown improvement over the years, municipal and state retirement programs in general represent much higher pension benefits for rank and file employees, although private industry may be more liberal with pensions for key executives. It should be noted that the retirement program in the City of Boston is partially vested: it can be carried with the employee so long as he works for another municipal or state agency within Massachusetts. Thus, if a City of Boston employee should work for another Massachusetts municipality or accept a state job, his retirement program would continue uninterrupted. It is not unusual for persons who have reached the maximum retirement benefits to retire and accept generally a lower paying job with reduced responsibilities in private industry. This produces, in effect, a state of semi-retirement where a retired executive can function in a new job at a reduced pace, while collecting full retirement payments. All communities in Massachusetts are in the same retirement program as Boston, so that the retiring individual who accepts a lower paying job in another community cannot collect his retirement benefits while still employed by the same retirement program system. The net effect of this has been to slow the early retirement of higher-level City officials, employees who would enjoy reduced work loads and responsibilities as they approach their mid-sixties. One negative feature of this system is that an individual intent on leaving Boston employment rarely is able to take his experience to another municipality within the state. This is not Boston's problem alone, but rather a statewide concern.

A growing interest in encouraging and protecting vested pension programs provided by private employers through federal legislation could result in broad, government-type retirement programs in private industry. This would not necessarily improve the chances of a city attracting better employees, but it might loosen their monopoly on security-motivated applicants.

The series of personnel studies reviewed in this report offered a number of recommendations aimed at correcting other deficiencies in the City's manpower system. These included better counseling services, revision of job requirements related to an updated classification system, and centralized agencies responsible for "employee relations." Important components in modern personnel administration currently lacking in the City of Boston include useful information on agency goals and programs (present and proposed), status of certified lists, current labor market trends and future agency manpower needs.

Status of Study Recommendations

Most of the recommendations in past studies have simply been ignored. A major cause of this failure has been the limited professional staff available in the Personnel Division to provide leadership and direction for implementation. Department heads who do their own recruiting and hiring indicate that they, too, have not had resources to carry out the recommendations. It seems apparent that many department heads lack experience in personnel administration and have little time available to deal with serious manpower problems. Many administrators have well qualified staff but are not utilizing employee training or potential as the basis for delegating responsibility. In addition, there is a widespred tendency to retain deadwood. Once hired, few are fired. For example, the six-month probationary period under the Civil Service law (nine months for police officers) is almost never used as a basis for removing poor or unqualified employees.

In summary, previous studies have identified serious deficiencies in Boston's personnel policies and practices. No comprehensive data exists with respect to City employee skills, including characteristics of persons entering City employment, educational background, other job experience, turnover, sick leave, collective bargaining grievances, or performance. Futhermore, there is little or no information relating personnel data to agency needs or accomplishments. Recruitment programs are virtually non-existent except for the limited circulation and posting of stodgy Civil Service posters. There is no active systematic recruit-

ment program undertaken in the schools and colleges. Available, in-house talent is underutilized and could be improved with proper training. Finally, strengthening and coordination of centralized and departmental recruitment efforts is necessary if the City is to identify and hire qualified personnel.

If there is one thread of continuity in previous studies, it is that collectively or individually they have done little to nudge the City into embracing a forward-looking personnel policy. Frequently initiated from outside the City, they have for the most part 1) gone unread and unheeded, 2) been summarily filed and forgotten, or 3) at best, formed the basis for minor improvements. Internal pressures have been able to overcome the impressive logic of certain conclusions. Rank and file of City employees often consider any investigation of manpower an invasion of rights as well as privacy. At the highest levels, there is fear of offending subordinates by permitting inquiry into their job activities. Under these conditions, it is not surprising that earlier recommendations have been ignored. The question remains then, especially as municipal government is under increasing pressure to produce, how much longer a hands-off policy can be maintained in the personnel and manpower fields.

IV. THE STATE CIVIL SERVICE SYSTEM

Current Practices and Some Proposals for Change

Many of the basic problems currently associated with the state Civil Service system were identified in 1960 by the League of Women Voters of Massachusetts (The Merit System in Massachusetts) and were studied in depth by the Special Commission on Civil Service and Public Personnel Administration (Commonwealth: Special Report, June 15, 1967). By 1968, some progress had been made in overcoming certain of these problems, but some issues continue to represent serious obstacles to basic personnel reform.

A considerable amount of hope is being placed in the cabinet reorganization of Massachusetts government, effective May, 1971, for dealing with such problems as duplication of personnel activities by the State Bureau of Personnel and the Division of Civil Service, clarification of lines of responsibility and delegation of authority in the area of state-local personnel administration, and for turning over more personnel responsibilities now administered by the State Division of Civil Service to municipal governments.

The State Civil Service System has been under continuing criticism for many years. Deep-seated flaws in recruitment, examinations, position classification, discipline, separation from the service and other key areas of personnel administration which are under the jurisdiction of the State Division of Civil Service would make it legally, if not practically, difficult to achieve modern staffing standards.

The 1967 report and recommendations of the Special Commission on Civil Service and Public Personnel Administration[16] and the coordinated citizen action under leadership of the Civil Service Council for Civil Service reform resulted in enactment during 1967 and 1968 of a number of bills which provide basic tools for making improvements in state and local personnel systems. These include permission to incorporate educational requirements in job specifications to improve the quality of applicants; authorizing the use of unassembled examinations to

facilitate testing for supervisory, professional and similar positions; the use of open continuous examinations to fill the continual recruitment demands for key positions; authorization to conduct a broad-gauged recruitment program; delegating to cities and towns the carrying out of certain personnel actions such as the conduct of physical examinations and practical tests; and measures designed both to tighten up and improve the personnel selection process. For example, provisional appointees must meet the minimum qualifications and appointing authorities are given a choice among four alternative methods of making a promotion, including an open competitive examination. In addition, the transfer of employees was liberalized, and provision was made for a management intern program designed to attract young college graduates into the civil service system through a general examination for positions above the entry level.

Although there is some evidence of progress in implementing the new legislation, the degree of improvement has varied depending mainly on how imaginatively and broadly the State Division of Civil Service and local appointing authorities have applied the new tools.

Even with the new reforms, many municipalities and, indeed, the State itself fall far short of meeting all of the criteria for a modern merit personnel system. Some of these include:

1. A central personnel agency with an adequate technical staff which has impartial, forceful leadership, the understanding and backing of the chief executive, and sufficient funds to do a thorough and complete personnel job.

2. A plan for classifying all positions according to duties, functions, and responsiblities to serve as the framework for selection, compensation and an understanding of the over-all administrative organization.

3. A salary plan which is fair to all, adequate to recruit and retain competent people and which provides incentives for superior performance with machinery for adjusting salaries in relation to the economic situation and the need for maintaining efficient services.

4. An aggressive program to attract capable people to the service, and a sound program of competitive examinations for selecting those best fitted to serve the public.

5. A probationary system as a part of the examining program and closely related to the supervisory process.

6. A recognition that training of all types is a fundamental part of the personnel management responsibility, including job instruction, in-service training, supervisory and administrative training, and executive development.

7. Uniform regulations governing working conditions, such as leaves of absence, vacations, hours of work, and compensation in case of injury.

8. A recognized plan of career development, with careful plans for placement, promotion and transfer based on training, ability, performance and the needs of the service.

9. A well defined system of discipline and separation from the service, which recognizes both the necessity of maintaining high standards of competence and conduct and the right of employees to protection from bias and injustice.

In light of these criteria, several other significant measures remain to be enacted by the Legislature to fulfill the promise of civil service reform and to give municipalities additional tools required to meet the essentials of a modern personnel merit system:

1. Bringing the State's extremely liberal policy of veterans' preference in line with the more restrictive and realistic additional points policy used by the federal government and other state governments.

2. In view of the seeming reluctance of the State Division of Civil Service to delegate administration of the civil service laws to local officials, new legislation is warranted authorizing cities and towns to establish local merit systems by charter amendment, ordinance, or by-law approved by the State Director of Civil Service in accordance with established procedures and provided that such by-laws include the following major elements of a modern personnel merit system:

(a) professional administration, (b) a classification and pay plan, (c) selection and promotion on a merit basis, (d) provision for training programs, (e) protection of applicants and employees from discrimination and political pressure, (f) equitable procedures for the settlement of grievances, and (g) annual reporting to the State Director of Civil Service.

Despite some changes and the prospects for additional reform, there are other factors which continue to affect adversely the Civil Service system. Wage levels continue to create difficulties in certain areas, although they are less of a problem today than they have been in the past. While salaries of most classified positions at the municipal level are beginning to compete with those in the federal civil service and private industry, pay levels for some professionals, such as accountants, continue to lag far behind.

Perhaps the most serious deterrent to attracting well-qualified and talented people into municipal government has always been and still is the negative image of Civil Service. People who have been attracted to private industry in the past are entering municipal government in the larger cities mainly if they can do so outside of the Civil Service system. A major effort to improve the image of the Civil Service system among professionals should also be part of a concerted effort to improve the quality of agency staff.

Delay in permanent appointments for six months or more during the establishment of Civil Service lists represents a major obstacle to effective recruitment. Because of these inordinate delays, there is a temptation to appoint provisional employees, many of whom are less qualified than the prospective regular employee awaiting processing of the necessary paperwork. Also, exasperating well-qualified prospects simply give up and find other jobs. Sometimes the certified list, when it finally appears, forces out a provisional employee who may be doing an excellent job. However, many administrators feel that provisional appointments, especially at upper grade levels, represent an undesirable form of patronage and that in most instances executive-level provisional appointments

adversely affect the morale of civil servants at lower levels. The solution to this problem is primarily a matter of speeding administrative procedures. Present Civil Service laws provide for a fair amount of flexibility and the Director of Civil Service (who approves all provisional appointments) can refuse approval of unqualified provisional appointments. In practice, however, this seldom happens.

Other types of red tape under the Civil Service system also constitute serious problems. For example, delay in Civil Service approval of salary increases and Civil Service control of promotions (both of which can take more than six months) also deters qualified people from applying for upper level positions in the classified service.

Many experienced and qualified people would like to be able to work under a particular administration, not in terms of old-fashioned patronage rewards, but because they approve of the goals and policies of that administration. Such persons are willing and able to offer major contributions of time, talent and energy but they have no intention of becoming career municipal employees. In fact, many professionals feel they would become stale if they remained more than two or three years in one position. The present City administration in Boston has attracted this type of professional in positions exempt from the Civil Service system and located in newly-created departments (e.g., Public Facilities) or into new units of the Mayor's Office itself (positions in the Mayor's Office are also exempt from Civil Service). One effect of this approach on other employees is evident in the widespread distrust by career Civil Servants of those on the "Mayor's payroll". However, it is generally believed that these young professionals would not have come to work for the city if they had been required to go through the Civil Service system. The anticipated impermanence of these professionals has had at least one beneficial effect: entrenched cadres of civil servants have not exhibited overt reactionary tendencies toward them in the face of unpopular edicts. Their attitude frequently is one of restrained tolerance toward the "new" man since he is not expected to remain.

In a sense, the injection of new middle and upper level talent through the creation of additional agencies represents a bypass mechanism, a method of creating new cadres operating outside the regular systems. The major problem, however, is to reform the permanent structure by upgrading the performance of the career public servants responsible for most day-to-day municipal operations.

Many attempts have been made to reduce the time required for establishing certified Civil Service lists. These have met with failure for a number of reasons. To begin with, the existing Civil Service staff cannot handle the current volume of paperwork. This reflects understaffing and underfunding of the entire Civil Service system. The attempt to speed processing through computerization has not met with success. The poorly designed and adminstered data processing system is not fully operational and may not be for several years.

Another major obstacle is the system of appeals. This allows the prospective employee to appeal his score on any Civil Service examination (except open continuous examinations). The system seems designed to encourage appeals especially in view of the fact that many decisions based on test results have been reversed. Finally, the traditional legislative and popular preference of protecting the applicant and the employee rather than improving the quality of government service which has prevailed in Massachusetts for decades continues to delay progress in shortening the average of six months required for the establishment of lists.

One approach to this problem of delay in finalizing certified lists is the open continuous examination. The increase in the use of this device for important categories of personnel (e.g. fire, police, clerical positions) with no appeal provision has helped. Although the provisions governing provisional appointments have been tightened up and as threatening as provisional appointments are to the credibility of a merit system, they will remain necessary as long as it continues to take many months to effect employment and promotion through the Civil Service system.

Promotion and Lateral Entry

For professional, administrative and technical positions, the Civil Service restrictions on both promotions and entry at higher levels have had disastrous results. They have discouraged talented professionals from entering the system except at the lowest levels. Since promotions are based primarily on seniority rather than on educational credentials and demonstrated experience elsewhere, laterial entry is not an inviting prospect if, indeed, it is possible at all in some agencies. This is the area that holds the greatest promise for improving the quality of professional, administrative and technical personnel.

Currently there are four methods for promoting employees under Civil Service:

1) A qualifying examination can be given to the incumbent at the next lowest level, based on seniority; or, alternatively,

2) Intra-departmental qualifying examinations may be given as long as there are "at least two persons eligible to apply for a promotional examination".[17]

3) If two "eligible" persons do not apply, a service-wide promotional examination can be given open to present Civil Service employees in the city or state service, or

4) An open competitive examination open to any resident of the Commonwealth may be selected.

Which of these methods is used and the waiving of the residency requirement depends upon the approval of the Director of Civil Service acting on the request of the appointing authority. Whether or not the Director will approve one of the more competitive promotional examination options depends entirely on the prevailing situation. Clearly, if no one appears to be qualified to apply for the promotion, the Director would undoubtedly approve an open competitive examination. Experience indicates, however, that several department heads who conceded the lack of qualified staff within their department and a corollary absence of promotable talent have been unwilling to request open competitive promotional examinations for fear of

criticism and complaints by their underlings. In some of the City departments, administrators tend to be overly protective or perhaps have been co-opted by long years of service: they promote totally unqualified employees or promote employees of modest competence without requiring any commensurate increase in responsibility or work output. The difficulty is compounded by the fact that all too often, promotional examinations are not directly related to a significant differential in responsibilities as compared with lower level positions.

An attempt is being made by the City administration to provide the Division of Civil Service with accurate, up-to-date job descriptions which can be used as the basis for designing higher quality job-related examinations. However, there is still no evaluation system for determining whether or not the best qualified people are in fact heading the Civil Service lists. Furthermore, there is still no weight being given in examination content to characteristics such as leadership and personality, which may not be measurable through written tests. Almost all department heads would like to have more control over the personnel screening process. It is feared, however, that opening the door to choices based on intangibles may be dangerous, since it leaves wide latitude for favoritism.

The question of general-type intelligence versus job-related examinations is still very much in dispute although recent court decisions are compelling Civil Service officials to redesign examinations to meet job-related criteria. If an examination is too specific, it may prevent talented people from passing; but if it is too general, less qualified people may reach the top of the list by virtue of absolute veterans' preference or seniority. Fairly general, non-performance oriented examinations are used for some of the higher clerical and accounting positions. Poorly qualified people occasionally reach the upper levels and would normally be in line for promotions to supervisory and administrative positions, but department heads may feel they are not qualified to do the work or to take on

greater responsibility. The fact remains that for some positions, experience is a good substitute for education, while in others there is no substitute for on-the-job training or formal institutional training. There must be a better determination of whether or not the substitutions allowed by the Director of Civil Service are in fact effective for selecting the best candidate for particular positions. Unassembled examinations which would tend to attract more qualified persons generally reluctant to expose themselves to traditional Civil Service examination procedures are infrequently used although recently authorized by law.

In summary, the State Division of Civil Service must itself bear part of the blame for the mediocre reputation of the merit system. Whether understaffing is to blame or whether legislature restrictions are the deep-rooted cause is beside the point. The state-local Civil Service system is generally mistrusted by insiders and viewed with suspicion especially when high-level positions are in question. The employee questionnaire shows that Civil Service is being increasingly less relied on as a source of applicants for policy-level and new agency positions

As previously noted, City department heads hesitate to make lateral appointments into higher-level positons within their departments because of pressures, both real and imagined, from lower echelon personnel. The latter are reluctant to see the injection of new blood from the outside for two good reasons: One is that an outsider limits the advancement of everyone below; one step up the ladder toward higher pay and greater responsibility has been taken away from persons down the line in the hierarchy; a second reason is that a newcomer may require greater outputs from his subordinates than a freshly promoted insider with a coterie of "old buddies" looking to him for favored treatment.

A department head whose immediate subordinates are filling positions covered by the Civil Service laws (e.g. Public Works, Traffic and Parking, Building) has limited alternatives when competent persons available for these jobs ar not in line for promotion. He can fill these vacancies from the top layer of classified personnel and hope to train the person on the job. He can select either a Civil

Service-wide competitive examination of an open competitive examination and take the chance that someone qualified from outside the department will get the job--possibly incurring at the least minor wrath, or at the most sabotaged, from departmental staff. Or he can leave the positions unfilled. This latter option is frequently chosen. The result is that many Boston municipal agencies have a very thin, fatigued veneer of top administrators with little or poor quality backup staff.

One way of solving this recurring dilemma would be to convert at least two administrative positions below the department head level in each major agency into positions exempt from the Civil Service laws. This would require a change in the existing State Civil Service statutes, which now limit exempt positions (except where entire agencies are outside the jurisdiction of Civil Service--Public Facilities Department, Boston Housing Authority, Boston Redevelopment Authority -- to those at the department head level and to those in the Mayor's Office. Appointments to these policy level positions should be made by the commissioner with the approval of the Mayor. In all, it is recommended that no more than 30 such administrative positions in City departments be made exempt from the Civil Service laws. This group of positions would include those now bearing titles of Deputy Commissioner and/or Assistant Commissioner which are covered by Civil Service. As these positions become vacant, their official status would change from the classified to the exempt category.

To assume that this recommendation encourages high standards of selection, the legal provisions affecting these exempt positions should include appropriate experience and/or educational requirements tailored to carefully-drawn job descriptions and to salary levels. The State Division of Civil Service should be given the power to approve the standards and job descriptions for the exempt positions.

In reviewing potential appointees for these exempt positions, the importance of people with demonstrated experience in management should not be overlooked.

Top officials are frequently chosen on the strength of their professional or technical skills in their particular field and may often lack the special management expertise and interest necessary for effective departmental leadership.

The use of management interns represents yet another device available for strengthening the quality personnel in Boston within the context of the Civil Service system. Recent amendments of the Civil Service law open up new opportunities for the hiring of recent college graduates for virtually any middle management position in the state and municipal service. The management intern job and examination requirements are very liberal in terms of their residency requirements, classifications and appointment potentials. In order to take the examination and be placed on the eligible list, the management intern does not have to be a resident of Massachusetts. Salary levels applicable to state job classifications seem adequate: the May 1, 1971 examination notice indicated a salary range of between $7,389 to $10,506 for available positions in the state service. Particularly in times of recession, such salaries, based on prevailing wage rates in private industry, should be sufficiently attractive for fresh college graduates.

What is perhaps most unique about the new management intern position is the relative flexibility provided for appointments from the certified list.

> Names will be certified from the eligible list for management interns upon request of the appointing authorities to fill those vacancies in offices or positions in the official service of the Commonwealth and in cities and towns for which the director of public service, with the approval of the Civil Service Commission, deems the examination to have been appropriate. An appointment, when made, will be to a position having a specific job title and the appointee will have the duties, responsibilities, opportunities for advancement, and other rights he would have had if he had been appointed from an eligible list established as a result of an examination held for that position.[18]

In other words, department heads wishing to fill specific positions could do so from a pool of individuals who may or may not have specific skills, but

who do represent the opportunity for making an injection of educated, well motivated, and generally qualified individuals. These persons constitute an optional source of talent to certified lists generated by the traditional, specific position examination or to promotional procedures limited to people already employed in the classified service. The examination recognizes a specialized college degree as a substitute for experience. It goes further on to list a number of specific subject majors and the experience for which they may be substituted.

At the present time there are between 110 and 125 people on the Civil Service management intern list. The Boston School Department has used it in the past to appoint an accountant. Despite its potential advantages, however, the management intern list is not being generally used by City of Boston appointing authorities to fill middle-level positions. A new City policy that would encourage the use of management intern lists to fill middle management positions would certainly upgrade personnel quality by increasing the number of persons who have at least a bachelor's degree. This might also relieve some of the constricting internal pressures preventing qualified outsiders from effecting lateral entry into City departments.

The greatest potential use of the management interns would be in filling the approximately 600 administrative, professional and technical vacancies which will open up in the City of Boston during the 1970 decade. Establishing the college degree as the minimum basic requirement for the upper civil service grades, a policy not inconsistent with the steadily increasing educational attainment of city employees, would prescribe a new high standard for municipal manpower.

One step taken by City officials to improve recruitment and related personnel practices was the establishment in May, 1970, of the Management Development Council. The Council consists of approximately 282 City employees,

including department heads and top-level career employees not covered by collective bargaining. It was established to "improve the image and status" of all management employees of the City of Boston. The Council has been organized around a twelve-member board elected by the 282 management employees and a system of five subcommittees assigned to the following areas: Management Elections Committee, Management Labor Relations Task Team (to ensure that managers know what is in the union contracts and to handle grievances), Management Personnel Policy Task Team, Management Manpower and Recruitment Task Team, and a Job Description and Evaluation Program (assisted by a private consulting firm) for developing a complete job description and evaluation report.[19]

V. RECRUITMENT POLICIES AND PRACTICES

Current Practices

The City has no uniform policy for the recruitment of new personnel. In fact, there is considerable variation in recruitment practices among individual departments. At one end of the spectrum, a few departments incorporate funds within their budgets to allow key executives to visit college campuses over a wide area for direct recuritment as well as institutional promotion. This occurs most often in those departments which are largely free of Civil Service requirements. Administrators of these agencies claimed that they could maintain waiting lists of high-quality applicants with no difficulty. This situation admittedly mainly applies to occupational specialties where personnel requirements could in all likelihood not be filled by run-of-the-mill appointees.

At the other end of the scale, some City departments do not actively recruit at all. These agencies usually contain a few high-level slots, but are primarily characterized by a large number of positions requiring little or no special skills. When executive level openings do occur in these departments, they are apt to be filled by tenured employees from within the ranks or from other City departments.

In some cases, department or division heads have demonstrated initiative by making their own recruitment arrangements with nearby schools and colleges. For example, as noted previously, the Department of Public Works has a working arrangement with Northeastern University to fill part-time positions with co-operative plan students. Students in the co-op program alternate between several weeks of work and an equal period of school. This is one of the few municipal training-recruitment activities which can attract young professionals before they make the usual decision to avoid municipal employment. Unfortunately, interviews with several co-op students revealed that exposure to municipal

agencies can sour a young person on City employment. Although co-op students registered a number of complaints, in the opinion of the interviewers many of these expressions of discontent were typical of any new or young employee, even if he (or she) had been hired on a permanent basis. The co-op program thus gives prospective City employees opportunities for a try-out to determine if this career is what they really want. Properly used, this arrangement can result in screening out of individuals who may enter municipal service only to become tenure malcontents.

For these reasons, despite its possible shortcomings, the co-op program operated by the Department of Public Works may be partly responsible for an improved level of competence in engineering positions. However, the program has not been able to keep pace with departmental manpower demands. One reason in the past was the fact that engineers' salaries were well below those in private industry as well as in state and federal agencies.

It is of interest to note the historical recruitment problems in the Department of Public Works.[20] During the Great Depression, the City was able to hire highly qualified civil engineers and to fill its table of organization with extremely able people. By the mid-1930's, however, a no-hire, no-fire policy was applied to the hiring of new civil engineers. As a result, people were promoted from the bottom up and the only vacancies available were at the lower levels. In the late 1930's, when the gap between the salaries of City and State engineers widened, a number of able City civil engineers transferred to the State service. After World War II, during the sustained period of a civil engineering shortage, consultants were able to corner the market on civil engineers, leaving low-pay positions vacant in the City. The lower status of City jobs, and perhaps more significant, the wide differential in pay, resulted in a virtual moratorium on the recuritment of Civil Engineers. This pattern continued

well into the 1950's. In the 1960's, however, City pay scales for civil engineers rose to levels equal or better than those in the State. By the end of 1971, they were comparable to the pay scales of consulting engineering firms. according to American Society of Civil Engineers pay indices. The fact that there is still a lack of civil engineering personnel in the City, however, may be traced directly to the lack of prestige associated with City work. The lesson seems to be that status is as important a factor as competitive salaries in recruiting competent staff.

One reason for the lack of enthusiasm among young engineers for City work is that it frequently involves unchallenging, caretaker assignments not associated with new construction. Young professionals might find a large sewer construction project stimulating while constant assignments to sewer repair and maintenance would undoubtedly be regarded as less than enervating. Perhaps this is the reason that the City has had greater success in attracting senior engineering aides from technical schools such as Franklin Institute and Wentworth than it has had in attracting graduate engineers with bachelors' or masters' degrees.

Boston's municipal government has clearly fallen far short of its opportunities for recruiting talented staff for its own agencies. While it can hardly be offered as a valid excuse for failure, the fact is that most cities do a poor job in this area of personnel management. Some light can be shed on the problem of recruitment by comparing Boston to cities which might serve as a model for reshaping its municipal personnel recruitment posture. To cite one example, Boston's Deputy Director of Fiscal Affairs, formerly budget officer for the City of Philadelphia, offered the following comparison between Boston and Philadelphia personnel policies as of 1971.

1. Philadelphia has an aggressive personnel department in recruitment. Department heads are capable and active in recruitment.

2. Salaries are higher than in Boston. Boston is "below average".

3. There is a larger pool of college-trained talent available in Boston than in Philadelphia.

4. The supply of non-college level employees is better in Philadelphia than in Boston because of the greater availability of suburban employees; the municipal reform movement of the fifties and early sixties created a more favorable image for city employment.

5. Top management is very good in both cities, but Boston's middle management is inferior by comparison.

6. Philadelphia has its own civil service system which is tailored to the city's own needs, not to municipal requirements on a state-wide basis.

Salary Scales

Salary levels of Boston City employees are not substantially below other cities of comparable or larger size. Table A, which shows maximum public service salaries for a number of cities, indicates that in certain categories Boston compares favorably. Except for Philadelphia, City Planners in Boston are better paid, perhaps explaining why the BRA staff, where most of the planners are working, was at one time considered the number-one renewal agency in the country. Of the ten categories listed in Table A, Boston scores one 2nd, two 3rds, one 4th, five 5ths and one 6th-place showing. Among the four higher-level categories (Planners, Civil Engineers, Job Analysts and Senior Administrative Analysts) Boston ranks 2nd, 4th, and 5th (in two categories).

The conclusion to be drawn from this is that Boston municipal salaries alone do not account for the lack of interest in City jobs on the part of young college and high school graduates. If salary scales are not a major deterrent and if educational attainment generally correlates with advancement (as results of the employee questionnaire show), what then causes the lack of enthusiasm

among young job seekers for a City career? Obviously, the basic problems created by an inflexible and obsolete State Civil Service system are not being overcome by a coordinated, systematic aggressive promotional and recruitment effort undertaken either by the State Division of Civil Service, which is legally responsible for recruitment, or by the City, which should be actively involved in increasing the number and upgrading the quality of its manpower supply. Recruitment is possibly the most neglected aspect of the City's personnel practices and is sorely in need of attention.

Potential Manpower Supply Agencies

Institutions of higher learning in the Boston area are famous for the large number and high quality of medical, legal and variety of other professionals whom they train for positions throughout the nation and, indeed, in much of the world. These same institutions, however, have evidenced relatively little interest in serving as major sources of supply for students who seek careers in municipal government. To a degree, the apparent lack of academic focus on the manpower needs of the City and the extremely limited interchange of people and ideas between these institutions of higher education and city government have resulted in part from many years of mutual ignorance.

When it takes place at all, most of the contact between the city's universities and the city government occurs at the higher echelons, where established experts may take a limited tour of duty at City Hall, partly to gain practical experience in the case of theoreticians, partly through extended loyalty to specific political personalities (not necessarily an interest in politics) and partly for personal recognition. Their political sponsors are often attracted by the public relations dividends accruing from prestigious academic appointments and partly by a touching faith that the sages from academia somehow can solve problems whose solutions have eluded other mortals.

When appointed, academics find, however, a permanent government of patient,

TABLE A

PUBLIC SERVICE SALARIES (Maximum) FOR SELECTED CITIES**

Position	Boston	Dallas	Cincinnati	Denver	Oakland	Portland	L.A.	N.Y.C.	Philadelphia
Clerk	468	453	443	409	nd	473	452	542	487
Typist	468	453	443	419	nd	473	452	542	487
Stenographer	488	488	456	500	nd	494	545	592	522
Key Punch	512	488	509	500	583	511	560	542	522
Job Analyst	960	1050	1161	981	1093	nd	1170	1258	750
Civil Engineer	1421	1426	1344	1370	1565	1407	1499	1463	1402
Policemen	858	700	813	680	932	877	889	913	750
Firemen	805	700	813	680	932	802	889	913	750
City Planner	1200*	972	977	1003	1122	986	nd	912	1402
Sr. Admin. Analyst	1177	nd	1161	1122	1301	nd	1380	1350	1175

* from A. D. Little, Job Analysis and Classification Survey Report to the Boston Redevelopment Authority, June, 1969.

** Source: Compiled from Pay Rates in the Public Service: Survey of 78 Common Job Classes in a Selected Group of Governmental Jurisdictions in the United States and Canada. April, 1970. Published by Public Personnel Assoc., 1313 East 60th Street, Chicago, semi-annually.

resistant subordinates waiting for the latest meteor to run its course. More important, a chilly reception suggests that far too little is being done to place college trained people throughout the regular establishment in long-term career positions. Despite great potential for integrating municipal jobs with the area's wealth of academic institutions, this great opportunity has been, and is being, neglected.

Boston is not unique in this regard. Most large cities have developed a hardening of the arteries of communication between themselves and nearby colleges and universities. But the situation in Boston is particularly noticeable in view of the number of renowned institutions located within a few miles of City Hall. Boston appears to be especially laggard when applying the following somewhat arbitrary but reasonable rule of thumb:

> A large city--one of a quarter or a half a million--perhaps has enough college level jobs to justify developing work study and on-campus recruiting programs. . .But the largest city going it alone is limited by its own resources. It may have a good man for recruiting planners but its engineers may be better engineers than recruiters of engineers. Furthermore, the largest city may have sufficient need to justify a sustained on-campus recruiting program for engineers but not for other posts where the numbers are fewer.[21]

An interview with a highly-placed departmental representative revealed a shortage of qualified personnel but no effort whatsoever to solicit new employees from the area's colleges and universities. The latter situation is quite common. Except for one or two close arrangements between department heads and local placement officers, the educational institutions, including high schools, are largely ignored as a potential steady source of fresh talent.

The success of individual departments in establishing working relationships with college placement officers underscores the fact that there is no established municipal procedure nor any active policy aimed directly at regular and sustained agency recruiting through local educational institutions. Left to their own devices, some departments have not set aside a recruiting budget, and

certainly have not initiated campus, talent-hunting expeditions. Limited departmental resources do not explain this pattern of failure, however. In at least one case, a department head traveled extensively to recruit top personnel, a disparity which points to the considerable degree of departmental autonomy found in Boston's City government. In any event, no comprehensive effort has been made by the City to encourage municipal careers in the universities, a deficiency which contrasts sharply with the federal recruitment teams and attractive promotional literature luring talented graduates into the federal service. Since public opinion polls generally indicate that the public is distrustful of its municipal employees and elected officials, and that young people have become disenchanted with government careers it is extremely important that a special effort be made to maintain a flow of young people into City agencies. Certainly institutional promotion on the part of the City, not only of Boston but of the state and other municipal governments is imperative for the survival of a healthy Civil Service system.

Making a Good Impression

Merely providing for an exchange of students through a work-study or co-operative educational program is no automatic guarantee that the City will find college graduates knocking at its door. In fact, familiarity with municipal operations can have the opposite result. As mentioned earlier, interviews with co-operative students typical of those employed by Boston revealed a basic freshman employee syndrome: e.g., "the work is below my capabilities"; "the work is below my dignity"; or "I was given no direction in accomplishing a task". Unlike the newly-hired employee who is likely to remain beyond the period of first impression, the co-op student may not have an opportunity to adjust. With a relatively short tenure, their natural feeling of superiority may be heightened by exposure to shop-worn, cynical career staff, some of whom

may be lethargic while others seem to be injecting a good measure of dubious political considersations into their professional decisions. Often this can lead to a premature decision to avoid municipal service at all costs.

Interviews with local college placement officials provided information which confirmed earlier conclusions:

The City of Boston is not presently recruiting, and never has systematically recruited graduates from Greater Boston colleges, universities and technical schools for any type of City vacancy. Massachusetts agencies and the State Division of Civil Service occasionally send notices of examinations but seldom actively recruit. In contrast, smaller suburban municipalities and towns in Massachusetts actively recruit educated and trained employees for all levels at local universities and technical institutions. Furthermore, the federal government, many state governments outside of New England, and some out-of-state municipalities actively recruit in many Greater Boston institutions.

Until the onset of the 1970-71 recessions, ample jobs were available to all graduates in private industry without the red tape and long waits involved in taking State Civil Service examinations and being appointed from certified lists. Pay is often higher, morale is better, work is more interesting, responsibility and promotion are more related to ability, and fringe benefits may be greater in private industry. Placement officers in the area's colleges report that they seldom encounter any requests on the part of students to go to work for municipalities.

The negative image of City Hall is reinforced by suburban-oriented faculty in urban institutions who tend to criticize municipal government in lectures, attitudes and career guidance. Most of this faculty negativism is based on perceptions which were formed when City government was far more corrupt and incompetent than at present.

The larger universities offer a wide variety of undergraduate and graduate courses dealing with municipal government, urban problems, urban administration and related areas of interest. However, interviews with placement offices at these universities indicate that few, if any, graduates in these fields want to work at the local level. Graduates of these universities in such areas are mainly interested in the high salaries and greater responsibility offered by private enterprise and the federal government. Graduates with advanced degrees are more likely to work for municipalities through consultant contracts at higher salaries and more favorable working conditions than they could expect to receive by working directly for the city.

In the eyes of many institutions, Boston municipal government has such a negative image that there would be little gained by positive recruitment unless and until the city is ready, willing and able to provide challenging jobs at competitive salaries. Interviews revealed that students and placement officers at Boston University, Northeastern University, the University of Massachusetts at Boston, Boston College, Tufts and other large universities expressed interest in professional, administrative and technical jobs with the city, but are not really convinced that attractive openings exist and that the city would like to have them on its payroll.

The prospect for greater interchange between institutions and the City has brightened considerably. In a period of economic recession, college placement officers who had experienced nearly two decades of courting by corporate personnel directors are now casting hungry eyes toward city government. When high priced jobs from respectable corporations were available, placement directors could not have cared less about seeking additional markets for a commodity in short supply. The prospect of a comparatively long period of limited employment opportunities, however, has resulted in a significant change

in attitudes. If the city is genuinely interested in talented college graduates, the early 1970's seems to be a propitious time for constructive action.

VI. IN-SERVICE TRAINING PROGRAMS

Another major deficiency in Boston's municipal manpower system is the dearth of well conceived and effectively implemented in-service training programs designed to meet planned needs in career development. The Boston Finance Commission reported in 1963 that eight cities in the United States have post-entry training--i.e., activities designed to "upgrade the capacity of an employee once he has joined an agency".[22] The leaders, New York and Philadelphia, have developed in-service training programs at several levels: professional, technical, supervisory and middle management.[23] The Finance Commission's report described in detail city-sponsored courses and training programs in New York and Philadelphia. Employees in Philadelphia are permitted to leave the job to attend courses at the University of Pennsylvania. Evening courses at various institutions are partly paid for by the city, and management training courses are available under city sponsorship.

Recommendations by the Finance Commission to establish a number of in-service training courses and outside support for employees interested in further training have not been implemented in Boston.

In an attempt to see how other cities handled in-service training programs, a questionnaire was mailed to a sample of United States cities representing a cross-section of sizes and geographic locations. Thirty-four cities were asked for information on their in-service training activities. Twenty-one of these cities, which had populations between 400,000 and 900,000 in 1960, were selected for comparison with Boston.

Five cities with over 1,000,000 population were also included in the survey on the assumption that these cities would probably have the most developed in-service training programs and could be used as models in establishing training goals. It was also assumed that the smaller cities probably would not have any

such programs. To test this assumption, eight cities under 400,000 were contacted; four reported having no program, and it can probably be assumed that the four non-responding cities also had little or no formal in-service training.

As expected, the larger metropolitan cities (Chicago, New York City, Los Angeles and Philadelphia) reported the operation of extensive programs.

Of the 18 medium-sized cities which reported, Birmingham, Denver, St. Louis, San Antonio and Washington had active in-service training programs of varying degrees. Five cities reported having no training other than for their police and fire personnel (Newark, Cleveland, Buffalo, Providence and Springfield, Mass.).

The remaining eight cities have small and largely uncoordinated in-service training programs. Boston's program is representative of this group.

Boston has a central training office in the Administrative Services Department with limited planning and implementation. This is a unit staffed by an administrator and a clerk, with a total annual budget of about $25,000. The primary function of this small operation is to keep departments informed of outside training opportunities. While several agencies, such as the Boston Redevelopment Authority, the Boston Housing Authority and the Public Works Department handle their own training, student intern programs and cooperative programs, the City has not developed overall training policies and guidelines based on updated manpower forecasts and needs and tied to goals in employee productivity and career development. This deficiency is perhaps most glaring in agencies which now experience, and will probably continue to experience, serious deficits in key professional, administrative and technical personnel--managers, engineers, accountants, systems analysts, etc.

The lack of official encouragement on the part of the City itself is partially responsible for the dearth of in-service training activities involving City employees. The absence of financial aid and the general unwillingness of

supervisors to give employees time off are important obstacles. Equally important, however, is the overall attitude toward additional training for municipal employees. Promotion is not closely linked to additional training undertaken by employees, either on their own initiative or at the City's suggestion. Experience with the week-long skill training course in Planning-Programming-Budgeting (PPB) offered in the fall of 1970 under auspices of the Boston Urban Observatory may be of significance. It was known that several employees attended under duress: they were specifically ordered to do so. Many of them considered this an intrusion on their regular activities and therefore a waste of time--in other words, these people were not particularly well-motivated to participate. They saw no personal benefits to be gained.

The first few hours of this intensive 40-hour training sequence were continually interrupted by dutiful subordinates calling their bosses out of class on important business, despite careful advance preparation and scheduling of the course. The instructors, recognizing what appeared to be pre-planned emergencies, "sealed" the classroom and effectively stopped the flow of messengers and students, and the dwindling of the class. In the course of the week, especially toward the end, several employees failed to attend class entirely. In all cases, this tendency to avoid the instruction seemed to be along departmental lines, and increased as the week progressed. It was apparent that in some circles in-service training carried very little weight, even when prescribed by the Mayor's Office.

Although a cataloguing of the City's priorities in training are beyond the scope of this report, this study and others undertaken through the Boston Urban Observatory (including training programs conducted for the City of Boston officials and employees by the Boston Urban Observatory) indicate, for example, that the City's public decision-makers and their counterparts in the private sector

could mutually benefit from seminar training in policies planning and policy analysis. Many of the difficulties in conceptualization and implementation of strategies for improvement and change can be traced to misconceptions and lack of understanding of the implications of decisions and potential decisions on the part of City officials and private leaders.

VII. THE DEMAND FOR NEW EMPLOYEES

Making a precise determination of the number of job openings that the City will have to fill in any given future period can be both frustrating and inconclusive. There are several elements which bear on this matter. One of the most obvious problems in dealing with the issue of demand for municipal employment is the effect of changes in the national economy. For example, as noted elsewhere, perennial shortages of police and teaching applicants evaporated when unemployment rose in other sectors of the economy. Similarly, embarkation on new programs or unanticipated expansion of federal funding can result in an overnight demand for hundreds of specialists. The sharp increase in housing code inspectors as a result of increased federal funds for the federally-assisted Community Improvement Program is a good example of unprecedented demand for employees where none existed previously. Such demands may be somewhat artificial and perhaps transitory; while it may be based to some degree on the genuine need for more full-time housing inspectors, most of the job vacancies were generated by special federal projects of limited duration.

An even more difficult element to assess is the reality of the demand for new people or replacements. In interviews with department heads, some pointed to severe manpower shortages in the middle management sector and pointed to job vacancies in their tables of organization. Yet a number of these appointing authorities had not actively attempted to fill these positions, some because they would be unable to fill them with appropriately qualified people--their delay is a way of avoiding internal conflicts. In some cases these vacancies have existed for years and the departments have been functioning without the additional personnel. For this reason it is questionable as to whether the unfilled openings constitute genuine demand.

A study conducted independently by the City's Management Recruitment and

Manpower Committee has come to the same conclusion:

> There is a dearth of reliable, up-to-date published information on current City job openings: Because of time limitations, the Committee found it necessary to conduct an informal canvass of major Departments and still is unable to quantify, even in approximate form, the number of job vacancies the City actively is seeking to fill.[24]

The Council as well as the research staff in this study note that neither the volume of requisitions submitted to the State Division of Civil Service nor the list of authorized positions provides even a rough guideline of manpower requirements in terms of quantity. Even if these officially documented sources of manpower needs were remotely indicative of the real numbers, they would still probably be of little value in identifying the City's qualitative manpower requirements.

In cases where department heads have filled vacancies from the lower ranks with personnel of less-than-desirable qualifications, these promotions become translated into personnel requirements at the lower echelons, when in reality the demand is at the middle and higher levels in administrative, technical and professional positions. This category of demand is extremely difficult to determine although it may represent a significant portion of the City's overall personnel requirements and although this problem surely lies at the heart of the city's overall personnel policy. It was clearly beyond the scope of this study to undertake a department-by-department review of personnel requirements on either a short-term or a long-term basis. Some experts insist that short-range manpower projections (at the most, a year or two in advance) are the only valid ones while long-term projections are totally meaningless, but perhaps there is a middle ground where the envelope of potential demand (i.e., indicating outside limits, both high and low) provides useful information to guide manpower planning efforts.

Even if the gross number of replacements needed in any given time period is known, the task of selecting appropriate personnel is infinitely difficult. Under typical conditions the recruitment task focuses upon individual jobs in relatively autonomous departments and only rarely are job descriptions revised to take advantage of vacancies. Thus bureaucracies tend to exhibit a large amount of inertia with respect to change through the restructuring of positions. Small, incremental changes made independently and often without their implications for overall, long-range objectives may indeed produce imbalances and discontinuity in an organization. This practice can be tolerated only if there is a prospect that emerging problems will be resolved on a regular, systematic basis as positions are vacated, restructured and filled.

Turnover of staff, while generally considered a major personnel problem, also provides the opportunity for change. In at least one situation, a public jurisdiction has taken advantage of replacement procedures to re-examine new manpower needs.

> The expected turnover in Pennsylvania is not being treated as a simple problem of replacement. Manpower planning, rather than taking the simplistic route of replacing lost personnel, involves a reevaluation of manpower needs. Turnover provides opportunities for government to determine whether changing environmental factors and changing agency responsibilities warrant corresponding changes in the types of manpower utilized.[25]

The authors of this Pennsylvania manpower study further state that that reassessment of existing positions provides an important input for program planning. Boston is now providing important large-scale services never dreamed of a quarter of a century ago, while at the same time, it is dropping programs, or at the very least, altering the municipal role as public demands fluctuate in priority from one sector to another. Traditional methods of filling vacancies make it difficult to change public policies or organizational structure except by such traumatic upheavals as the creation or elimination of major institutional arrangements.

Analysis of the information obtained in the employee questionnaire shows that the magnitude of the turnover that may be expected or that could be induced over the 1970 decade at the middle and upper levels of staff responsibility is sufficiently large to warrant a major new approach to recruiting new personnel, an approach that could have telling impact on the City's capability to provide an improved quality of public service.

The employee survey conducted as part of this study provides interesting and useful information relative to the general characteristics of the City's labor force. Table 5 of the Appendix, showing the age distribution within Civil Service grades, indicates that except for one or two categories there is a direct correlation between the level of Civil Service grade and age. What is significant from this table is the small percentage of employees in positions exempt from the Civil Service laws who are over 55, as compared with the large proportion of older employees in Civil Service positions. Only 17 percent of non-Civil Service personnel were above age 55 as contrasted with 32 percent who were in Civil Service categories and over 55 years old. If the range of salaries for non-graded positions is compared to the salary levels of positions within the classified service, (in fact non-graded personnel tend to be younger than Civil Service personnel performing functions of equal responsibility), one could assume that the City is coping with or could cope with personnel problems at the middle and upper management levels arising from retirements simply by handling their duties through non-graded personnel. This, however, is unlikely. The distinction between graded and non-graded personnel traditionally runs along departmental lines, with some departments fully reliant on Civil Service, and others avoiding it at all costs.

Looking at it another way, 119 out of 293 persons in positions with grade 13 and over responding to the employee questionnaire, or 41 percent of the total,

were over 55 years of age. If this sample is representative of the entire municipal work force above grade 8 or its salary equivalent, then the City faces the prospect of replacing approximately 40 percent of its middle-range personnel within the next ten years. Since 13 percent of the City's labor force of approximately 1,000 people is within this category, the City will find itself in the position of replacing over 600 middle-level staff within Civil Service ranks in the next ten years, not including those in positions exempt from Civil Service. True, not all departments will face the same type of problem but Table 15, which shows the age distribution by department, makes it possible to identify those departments that will have particularly serious staff replacement problems. Although 26 percent of the incumbents of all Civil Service positions in all departments are over 55 years old, the Public Works Department has 31 percent, the Elections Department 45 percent, the Building Department 37 percent, and the Assessing Department 41 percent. While this table does not compare age structure with Civil Service grade, it does identify those departments with significant replacement difficulties.

The implications for changes in personnel practices in filling middle range positions should cause more than mild concern in light of the information contained in Table 17, which summarizes answers to the question of how a person learned of his job as compared with the compensation grade level for such positions. This table does not reveal that higher level positions receive any higher priority in recruitment practices than any other level of employment. Persons in the higher Civil Service grades did not show a greater incidence of learning about their job through special recruiting efforts or advertisements. Thus it appears that in filling middle and upper level jobs, the City turns to the same restricted population groups that it relies on for filling all other levels of employment. If this practice continues, there is little chance that

any real change in improving the quality of personnel in middle to upper level positions is likely to occur in the foreseeable future.

Table 16, which asks the question, "How did you learn of your job?" and correlates this with age, shows that, at least in the past, the universe of potential applicants has not appreciably expanded. Comparison of the answers given by persons aged 55 and above with those answers given by persons aged 34 and under indicates that the "friends and relatives" grapevine is playing the same important role it has played in the past. To some degree it is possible that the younger persons recruited by friends and relatives will tend to remain at the lower Civil Service grades, while personnel recruited through special efforts will experience more rapid promotion. However, the lack of any significant information from Table 17 suggests that long-term personnel practices have not changed.

While these 600 middle and upper level positions represent less than five percent of the City's labor force, immediate attention toward establishing a policy of filling these positions that is consistent with progressive personnel policies as well as good management practice could materially affect the quality of public service provided by the city over a foreseeable time span of no more, and possibly less, than 10 years. In fact, with nearly half of this period consumed by a single mayoralty term of office, it is quite possible that the present Mayor could undertake and begin to reap the immediate benefits of a new municipal manpower policy. In view of such an attainable goal, it would be useful for a task force of top-level City administrators to identify those positions within each department that would be considered part of a ten-year plan of staff improvement. If these positions were filled from a new and unique source of manpower supply developed through carefully planned recruiting and advertising, major changes in staff quality could take place.

From a practical point of view, identification of these positions by specific title would help to surmount some of the obstacles to filling these positions with competent people at the present time, namely executive timidity and bureaucratic pressures. While this would, in effect, set up a special personnel system within a personnel system, it would allow the immediate establishment of major staff improvements on a broad scale. If treaties can be made to cover the bulk of rank and file jobs so that they are not disturbed, the proposed "management personnel policy" might be accepted as the lesser of two evils.

TABLE B

PAY SCHEDULE
FOR
COMPENSATION GRADES R-1 TO R-22, INCLUSIVE
EFFECTIVE SEPTEMBER 2, 1970

Grade	1	2	3	4	5	6	7
R-1	$ 86.00	$ 89.50	$ 93.50	$ 97.50	$102.00	$106.00	$110.00
1L			93.50	97.50	102.00	106.00	110.00
R-2	89.50	93.50	97.50	102.00	106.00	110.00	115.50
2L			97.50	102.00	106.00	110.00	115.50
R-3	93.50	97.50	102.00	106.00	110.00	115.50	121.00
3L			102.00	106.00	110.00	115.50	121.00
R-4	97.50	102.00	106.00	110.00	115.50	121.00	126.50
4L			106.00	110.00	115.50	121.00	126.50
R-5	102.00	106.00	110.00	115.50	121.00	126.50	132.50
5L			110.00	115.50	121.00	126.50	132.50
R-6	106.00	110.00	115.50	121.00	126.50	132.50	138.50
6L			115.50	121.00	126.50	132.50	138.50
R-7	110.00	115.50	121.00	126.50	132.50	138.50	145.50
7L			121.00	126.50	132.50	138.50	145.50
R-8	115.50	121.00	126.50	132.50	138.50	145.50	153.00
8L			126.50	132.50	138.50	145.50	153.00
R-9	121.00	126.50	132.50	138.50	145.50	153.00	160.50
9L			132.50	138.50	145.50	153.00	160.50
R-10	126.50	132.50	138.50	145.50	153.00	160.50	168.50
10L			138.50	145.50	153.00	160.50	168.50
R-11	132.50	138.50	145.50	153.00	160.50	168.50	177.00
11L			145.50	153.00	160.50	168.50	177.00
R-12	138.50	145.50	153.00	160.50	168.50	177.00	186.00
12L			153.00	160.50	168.50	177.00	186.00
R-13	145.50	153.00	160.50	168.50	177.00	186.00	195.50
R-14	160.50	168.50	177.00	186.00	195.50	205.50	216.00
R-15	177.00	186.00	195.50	205.50	216.00	227.00	239.50
R-16	195.50	205.50	216.00	227.00	239.50	252.00	265.00
R-17	216.00	227.00	239.50	252.00	265.00	278.50	291.50
R-18	239.50	252.00	265.00	278.50	291.50	304.50	320.50
R-19	265.00	278.50	291.50	304.50	320.50	336.00	352.00
R-20	291.50	304.50	320.50	336.00	352.00	368.00	384.00
R-21	320.50	336.00	352.00	368.00	384.00	400.00	416.00
R-22	352.00	368.00	384.00	400.00	416.00	432.00	448.00

VIII. HIGHLIGHTS OF EMPLOYEE SURVEY

The results of the employee questionnaire are contained in a series of 17 tables displayed in the Appendix. This section summarizes the information obtained from the questionnaire, not only as background for the reader, but also to identify the strong and weak aspects of the City's labor force profile as a foundation for the recommendations contained in this report.

The employee questionnaire intended to focus on the upper levels of the City's manpower needs. In viewing the data that was returned, it appears that the R-12 level represents a break between lower-skill jobs and positions with supervisory responsibilities, although the pay scale schedule (which covers grades R-1 to R-22 inclusive, effective September 2, 1970) shows that the sharp break in salary differentials is between the R-13 and R-14 level. (See Table B.) However, a careful review of the returned questionnaires indicates a correlation between educational attainment and supervisory responsibilities for positions at the interval between R-12 and R-13. (It is possible that a reassessment of job responsibilities in the R-11 through R-14 categories may be undertaken to align responsibilities and rumuneration more realistically.

Approximately 45 percent of the returned questionnaires came from persons with a rating of R-12 and over. (About 45 percent of the returns, however, did not show grade numbers, and of the remaining 55 percent, 45 percent were at R-12 or higher. Probably a larger percentage of the persons in exempt positions were at the equivalent of R-12 salaries or greater.) On a city-wide basis, only 13 percent of the total employees are at R-12 or above, indicating that as anticipated a disproportionate number of returns were received for those at the higher grades. It should be noted that in distributing the questionnaires, an effort was made to include only upper level personnel, but in many cases this was simply not possible.

Only about one third of the 5,000 questionnaires distributed were returned. Returns ranged from nearly 100 percent in some departments to a dismal one or two percent in others. Forty percent of the City's labor force was covered by the questionnaire. The School Department's 6,000 employees, the Police Department's 3,000 employees and Suffolk County agencies, which contain about 1,200 persons, were not included in the sample. Thus, the universe of City employment for the purposes of this survey was estimated at 11,500 persons. Total returns amounted to 1,680, a sample rate of 14 percent. Some departments were well represented; others were barely represented at all. However, in the opinion of the researchers, the sample seems to give a valid picture of the City's manpower profile, although it may not be representative of specific departments.

Length of City Employment, Age, and Civil Service Grade

It is to be expected that length of employment and age are usually reflected in grade level under the compensation plan. Boston is no exception. However, the R-12 grade -- carrying a salary of roughly $8,000 per year -- appears to be a threshold beyond which the number of promotional opportunities falls off sharply. There were over twice as many people in R-12 as in R-13. In the higher grades, virtually all positons were filled by persons with over 20 years of experience. For example, at R-15, half of the people had over 20 years of experience working for the City. This percentage increased steadily as the Civil Service grade went up.

There is an inordinately large number of people in the 20-25 years-of-service category, which suggests that the City faces the prospect of entering a phase during the 1970's which large numbers of older, higher-ranking people will retire without a comparable group, either in size or in grade, following closely behind them. The number of persons in the 20-25 years-of-service group is nearly two and one half times the number of persons with 15-19 years of service. This means that one of three events can be anticipated: 1) People who have been working for the City for a shorter period of time will find themselves beneficiaries of

an accelerated advancement program in which all but the most imcompetent will receive grade increases. 2) The City will re-evaluate its job requirements, possible restructuring a number of jobs and simplifying them, so that they can be filled by persons with lower grades. 3) The City will adopt an active, comprehensive recruiting program aimed at attracting new executive and professional staff entering at the middle and senior level grades from outside the classified service.

For the immediate future, there seems to be an inadequate reserve of people with 10-20 years of experience to move into more responsible positions. The situation will probably not begin to become critical until the mid-1970's, when the staff in the 20-or-more years of experience group begins to retire.

Although length of employment is a significant factor in a person's grade level, age does not necessarily carry any weight as far as promotions are concerned. Thus, there exists in the City a normal distribution of ages, but not of length of employment. In terms of age alone, finding new people to fill retiree slots will not be a problem. However, if length of City employment is any indication of work quality, then there will be a talent gap, even though age-wise there is no shortage of candidates. City departments can probably expect to go through a period when many younger people will be hired from the outside to supervise long-term City employees who outrank them in terms of age and tenure, but not in terms of professional capabilities.

There is wide variation of age distribution among various departments. The total for the whole sample shows that there were twice as many respondents below the age of 45 as there were above the age of 54. There are some indications, however, that certain departments may be heading for trouble due to a lack of younger people to take over the agencies' reins. Perhaps the most notable of these is Public Works, where the 45-54 age group is the most populous and where the number of younger people is noticeably small. In that department, for example, there were 82 people younger than 45 and 62 people older than 54, a pattern not

typical of the City as a whole. Other departments which have the same skewed gerontological age distribution will face problems as the retirements rise at a rapid rate.

The predominance of male responses to the questionnaire -- 1,074 males vs. 608 females -- reflects the dominance of men in upper level municipal positions. This appears to confirm the present pattern of fewer women at the higher grades. Of those women who responded and indicated a grade number, nearly half were at grade 8 or less. Only one woman recorded a grade of 17 or above, while 59 men reported grades of 17 or over. However, in grades 11-15, there was some semblance of parity. The City may be overlooking women as an untapped source of talent for upper level positions. Women who are potentially qualified for professional, administrative and technical positions may be by-passed because of reluctance on the part of superiors, or concern about resistance from male subordinates.

The Role of Education

There is a widespread public impression that City departments are staffed by poorly educated people and pervaded by an atmosphere of anti-intellectualism which often handicaps the person with higher education. However, the survey results suggest that education is of value in achieving higher grade levels. In general, advancement in City employment is linked to educational achievement. Eighteen percent of the respondents with a high school education were in grade 8 or less, while only five percent of people with a college education were in this same category (i.e., less than $7,000 per year). More significantly, perhaps, the chances of landing a non-graded job, which generally pays better than a graded position, is much greater for college graduates than for high school graduates. Well over half of all the college graduates responding to the questionnaire were in positions exempt from Civil Service, while less than a third of high school graduates had non-graded jobs.

Almost anyone with an education beyond a bachelor's degree may be found in a

fairly high position. For persons with no more than a high school diploma, promotion beyond grade 12 -- $9,000 per year -- appears to be difficult; only in isolated cases were employees with less than a high school education in positions with grades higher than R-12.

There seems to be a definite advantage in acquiring the equivalent of a junior college degree. An employee with fourteen years of education stands a 50-50 chance of rising above the R-12 level. Less than one-quarter of the high school graduates were able to bridge the gap from what appears to be the City's equivalent of "company grade" to "field grade" positions. The extra two years of education increases the opportunity by 100 per cent.

As might be expected, younger employees are better educated than their seniors. For example, fifty percent of the employees in the 22-24 age group had completed at least a bachelor's degree, while only 22 percent of the 45-54 age group had reached this level. Only 12 percent of persons returning the questionnaire had not completed high school, and half of these had completed at least two years. The data suggests that a number of younger people who have left college at one point or another and who are now working for the City have drifted back to complete their college degree requirements. In any event new employees are coming to the City with a substantially better educational background than their forerunners. Nearly half of the first-year employees have college degrees. For those with ten years of City employment, the college graduate percentage dropped to under 20 per cent, while at 19 years of City employment, less than 14 percent had a college degree.

There were a surprisingly large number of advanced degree holders working for the City. One-third of the college graduates held an advanced degree. The educational attainment of municipal employees probably exceeds the educational profile of many industries. However, this poses a serious question for City administrators: If the educational background of City employees is so high, why do municipal employees continue to be stereotyped as incompetents and ineffectuals,

not only in Boston but elsewhere? Perhaps a deeper analysis of job motivation, incentives and pay scale can provide an answer to this question. The conclusion to be drawn from the data on education is that better educated persons are rising to the middle and upper ranks of the classified service. For non-Civil Service positions, it is obvious that the City is placing emphasis on educational attainment as a major criterion for filling middle and upper level positions. A high school diploma is not helpful in securing an important exempt position or a high grade in the classified service. The critical cut-off point seems to be at the junior college level: those persons with 14 years of education or more are able to break through the R-12 to R-13 barrier.

Special Training and Licenses

Special training does not appear to be an important consideration in advancement through the classified service, although there are individual cases of special training having served as a basis for advancement either in responsibility, grade, or both. Of the 1,688 respondents, most answered that they had no special training or that their college preparation provided the training needed for their jobs. However, while some college programs -- such as engineering -- are vocationally oriented, a degree is not generally considered to be special training for a specific municipal assignment. Although there is some evidence of special training in clerical, craft and trade fields, there is a noticeable lack of any special training in management skills.

It may be important that sub-professional college work -- much of it consisting of two-year programs with specific vocational orientation -- showed up on the profiles of employees with high grades. Slightly less than one-third of persons in grade 16 or above claimed special training in sub-professional college work, This compares to only 27 percent who had sub-professional collge work in grades 12-15, and only 18 percent in grades 9-12. This pattern is consistent with the findings that higher education correlates highly with higher rank in the classified service. In many cases, it was apparent that sub-professional college work ident-

ified as special training by the respondent was frequently accompanied by information that the person also had completed a college degree.

Special licenses generally do not provide the holder with promotional advantages. At the higher grade levels, the only license of any real significance is that of professional engineer. Although that type of license ranked third in the total number of licenses behind craft licenses and real estate broker licenses, at the highest grades only the professional engineers seemed to have any license advantage.

Sixty-two people in the survey claimed to have a real estate broker license. This license probably does not serve any specific purpose in most municipal job situations, except for certain individuals in the Assessing or Building Departments, or in the BRA. More likely it represents an attempt on the part of the City employee to qualify himself for outside part-time work. There are fewer people in the higher grades with any type of license, which suggests that licenses are normally acquired to provide a secondary source of income, rather than as a device for promotion, within the classified service. Except for the professional engineers, there does not seem to be a specific license which is in great demand at the middle and upper levels. If special licenses are no guarantee for overall advancement, they may be important requirements in certain departments. For example, half of the professional engineers are found in Public Works, 25 percent in Real Property, and 16 percent in the BRA. Real estate broker licenses show up in the BRA, Building and Assessing Departments, and in the Public Facilities Department. A surprisingly large number of these licenses are found in the Housing Inspection Department, which suggests an attempt by employees to capitalize on information that may be uncovered in the course of legitimate City work. In view of this finding, the Housing Inspection Department might attempt to establish guidelines to avoid overt conflict of interest situations.

In summary, the distribution of special licenses among departments varies greatly and seems generally to be based on need. There are specific jobs in the

City that require special licenses; however, advancement in the classified service is not necessarily related to the holding of such licenses.

How Employees Learned of Jobs

An important guide to future recruitment practices is a review of what has occurred in the past. The reason for analyzing this information was to determine whether job openings with the City were being publicized to all potential candidates. Since it was already known that a large number of employees learned of their jobs through friends or relatives, some effort was also made to see how social groups within the City appear to have access to municipal jobs. Finding out about a job opening from friends or relatives is a primary source of new employee recruitment; forty percent of all employees in the survey found out about their jobs in this way. Only 22 persons out of 1,100 found out about their jobs through an employment agency; 57 learned of their jobs through a newspaper advertisement. These figures may be compared to the 441 who learned of their jobs through friends or relatives. The fact that only 95 persons -- a little under 10 percent -- found out about their jobs through the public schools indicates that the City must make a stronger effort to promote municipal employment in the City's own school system.

There are some sharp difference between the sexes with regard to learning about a City job. Women are more apt to learn of a job through friends or family than men. They also have a better chance of learning about a job through their schools because of clerical recruitment efforts that have regularly been made in the public school system.

The method of learning about a City job was also related to ethnic and geographical background. A person's chances of learning about a job through friends or family was best if he or she were a native of Boston or New England.

There is evidence that some City departments have made positive efforts to secure staff from all parts of the country. For example, of those who indicated that they learned of the job through recruitment, 40 percent were born outside of

New England. The tradition of learning of a City job through the personal grapevine apparently has not diminished in recent years. The percentage of persons who learned of their jobs through friends or family hovered near 40 percent for all age groups. However, a larger number of older persons did not answer this question, possibly because they could not remember the source of their first employment. There might also have been confusion as to whether the question referred to their current job with the City or their first assignment upon entering municipal employment.

The implications of this information deserve attention. If the City intends to improve the quality of its personnel, it will have to expand the universe of awareness about municipal job opportunities. To some degree this is already being done for higher level positions, and it is being done regularly for non-graded slots. Improved recruitment of a general nature on the part of the City would probably have the effect of increasing overall employee performance over a period of time. If a larger number of people were aware of all opportunities in the City -- all other things being equal -- the quality of public service would also probably improve.

IX. RECOMMENDATIONS

Overview

In view of the perennial disregard for most of the recommendations contained in previous City manpower and personnel studies, one necessarily takes on the task of preparing new recommendations with a mixture of both hope and futility. The hope is that if obvious improvements are recommended often enough, they will eventually be adopted.

The recommendations made in this report are separable in that adoption of all of them as a package is not necessary to generate significant improvements in the City's personnel policies and practices. On the other hand, adoption of only a few minor recommendations can have but a marginal impact on the current unsatisfactory situation. This report contains recommendations which are based on pertinent findings from previous studies because they have been corroborated by the current study. In addition, there are many new recommendations in this study; some are totally new, while others are improved versions of earlier proposals.

This report is somewhat different from earlier studies in that its recommendations are based on fresh data. The results of a 1,700-person employee questionnaire, in-depth interviews with department heads, analysis of the Civil Service laws (including the most recent changes) and large-scale investigation of the supply sources of new manpower provide the foundations for new ideas designed to alleviate the City's outdated system of personnel administration.

The City can no longer place complete blame on outside forces for its personnel predicament. The lack of qualified personnel in the labor market, the rigidity of state Civil Service, and the inability to offer competitive salaries are older arguments which do not stand up under close scrutiny. Indeed, there is room for improvement in state Civil Service laws, and salary levels for certain types of employment could be raised. Certain types of skilled persons are still hard to recruit; nevertheless, federal agencies, other governments and private industry

have managed to fare better than the City of Boston, given the same market conditions.

Lethargic recruitment practices, lack of any comprehensive and/or meaningful in-service training programs, and a noticable absence of internal departmental controls over work quantity and quality can no longer be justified by a hands-up, shrug-of-the-shoulder inference to systemic constraints. It is the very lack of effective centralized and agency personnel policies within the City structure itself that has allowed these myths to continue unchallenged. The recommendations show a way for making needed changes within the existing personnel system, a system which dissipates individual action and effectively prevents concerted efforts to improve the City's overall personnel practices.

Recommendations Based on Data Gathered for this Study

1. Identify and publicize those areas of personnel administration that now lie within the City's legal jurisdiction in the areas of recruitment, pay scales and promotional practices. Widespread knowledge of these City responsibilities would give much greater weight to new positive recruitment efforts and would encourage people to apply for municipal employment who would otherwise feel that their employer has no control over an individual's destiny, particularly regarding pay and promotion.

2. Undertake a City-wide inventory of current job vacancies and revise, where appropriate, the job descriptions and requirements for such positions. Before any improvement in the quality of applicants can be made, it is first necessary to know what job openings are available and to update and sharpen the specifications for these openings so that examination content and weighting for education/experience determined by the State Division of Civil Service is consistent with actual job requirements.

3. Eliminate the duplication and overlapping which occurs between the City's two central personnel agencies: the patronage function of the Mayor's Office and the Personnel Division in the Department of Administrative Services. At the

present time, the only uniformity and effective coordination between these two operations are in the area of paperwork. However, there is great opportunity through careful delineation of responsibilities for expediting personnel actions and upgrading the City's major personnel practices.

4. The Personnel Division must be reorganized and strengthened so that it can shift its role from an underdeveloped paper-processing contact agency with the State Division of Civil Service to the City's central source of capability for the formulation and implementation of personnel policies. Weak departmental units in personnel in major agencies also require reorganization and strengthening if the inseparable responsibilities of departmental management and personnel management are to be adequately performed. Guidelines for carrying out these recommendations may be found in the Jacobs report of September, 1963.

5. Establish and maintain complete personnel records in the Personnel Division so that existing employees potentially suitable for advancement can be identified and be made aware of promotional opportunities. This recommendation along with others for publicizing vacancies and encouraging more potential applicants through the use of unassembled examinations, for example, would probably do more to improve the City's manpower quality than any other group of recommendations. Significantly, this improvement could take place without any disruption in City employment and could have significant corollary benefits in improving effectiveness and morale. While it is naive to assume that establishment of equal employment opportunity automatically produces an increase in work productivity and quality, it does at least eliminate a barrier toward any improvement in personnel administration that might be gained through the adoption of other recommendations.

6. Major departments should be authorized at least two appointive positions immediately below the commissioner's level and other departments at least one such position, to be appointed by the commissioner with the Mayor's recommendation. At the present time, the number-two and even number-three slots in some critical departments are under Civil Service jurisdiction. Preferably, these deputy posi-

tions should be filled by persons with managerial experience to allow the agency heads to fulfill more adequately their policy and community roles. It is estimated that a total number of 30 positions (excluding the Fire, Health and Hospitals, and Police Departments) should be included in such a change. It is important in establishing this recommended list of high-level positions that comparable jobs in different departments receive equal treatment through careful job evaluation.

The group of recommended exempt positions should include those now bearing titles of Deputy Commissioner and/or Assistant Commissioner which are covered by Civil Service. As these positions become vacant, their official status should change from the classified to the exempt category. To ensure that this recommendation encourages high standards of selection, the legal provisions affecting these positions should include appropriate experience and/or educational requirements tailored to carefully-drawn job descriptions and to salary levels. The State Division of Civil Service should be given the power to approve the standards and job descriptions for the exempt positions.

Summary of Recommendations from Previous Studies

In late 1970 the Management Recruitment and Manpower Committee reported to the Management Development Council on its recommendations. By and large those recommendations summarized valid suggestions of earlier studies. The following proposals excerpted from that report, strengthened where necessary, deserve special consideration and implementation.

1. Establish a full-time City recruiting office in the Personnel Division to serve as the focus of all City recruiting efforts (except those reserved to the Mayor's Office) to accumulate the centralized data necessary for providing coordination among departments and with Civil Service, to serve as the City's central clearing house for the listing of all vacancies in City positions and as the initial point of inquiry by applicants interested in the City service, to conduct programs of active recruitment particularly in cooperation with local high schools, universities and community groups which supplement the limited recruitment activ-

ities of the State Division of Civil Service, and to provide leadership in promoting among the public a realistic image of today's civil servant. This office should not, however, attempt to supplant well-organized recruiting activities in the large departments, but in those cases, to provide the necessary policy direction and coordination for such efforts.

2. Identify through joint review with the Director of Civil Service those Civil Service functions that could be delegated to the City in the interest of achieving more effective personnel administration and request the Director to delegate to the City of Boston the adoption of policies and procedures dealing with recruitment, classification, and testing for City positions not covered by statewide, open continuous examinations. If an agreement concerning delegation cannot be reached, the City of Boston should press for legislation authorizing it to operate a separate merit system.

3. Require City appointing authorities to give priority to open competitive rather than qualifying examinations, departmental promotional examinations and Civil Service-wide promotional examinations in order to expand lateral entry into the City service and to open up promotional opportunities on as wide a basis as possible, except in cases where they justify in writing a preference for such promotional alternatives.

4. Design and institute a training and rotation program among full-time and part-time personnel officers in the City directed at increasing the depth and variety of experience, competence and professionalism of all personnel staff, regardless of agency. Develop a personnel policies and procedural manual for use by all operating agencies. Establish a city-wide, centrally-coordinated management intern program.

5. Develop guidelines to be used by all City agencies for making departmental manpower forecasts on a five-year basis and to be updated annually, which take into consideration predicted changes in organization, functions, technology and financial resources as well as assumptions about future levels of knowledge, skills

and abilities of departmental staff.

6. Develop guidelines to be used by all City agencies for the preparation and improvement of departmental training plans and programs, such plans to serve as the basis for federally-assisted training proposals under the Intergovernmental Personnel Act and other outside funding opportunities. Identify areas in which interagency training is required and give priority on the implementation of such interagency needs to joint training in policy planning and policy analysis. for upper level City officials and their counterparts in the private sector.

7. Establish a city-wide performance evaluation system that would at least apply to the probationary period provided under the Civil Service laws. Lengthen the probationary period from six months to twelve months and use it more effectively to screen out employees whose performance during the probationary period proves to be below acceptable standards. (Lengthening the probationary period requires legislative amendment; more effective administration of the probationary period requires the preparation and implementation of policies and procedures by the Personnel Division to guide agencies in evaluating the performance of employees during the probationary period, and to upgrade the quality of such performance evaluation.

8. Plan and initiate a City-wide career development system containing at least the following components and designed to identify career ladders for young people graduating from the area's schools and colleges and to provide genuine career opportunities for City employees:

a. An assumption in recruitment that there is a good possibility that the employee will spend most of his working life in public employment;

b. Recruitment of employees before they have accumulated substantial work experience;

c. Selection procedure which seeks out person with long-term potential;

d. Duty assignments designed to develop immediate and long-range usefulness;

e. Training and education designed to develop potential and to prepare employees for assignments at higher career levels:

f. Identification of the specific stages of the career;

g. Standards for advancement to higher stages; and

h. Procedures for completing step-by-step career advancement.

NOTES

1. Stephen H. Perloff, "Comparing Municipal Salaries with Industry and Federal Pay," Monthly Labor Review (Oct., 1971), U.S. Bureau of Labor Statistics, pp. 46-50.

2. Devine, Eugene J., Analysis of Manpower Shortages in Local Government; Case Studies of Nurses, Policement and Teachers, Praeger, New York, 1970, p vii.

3. Eric Nordlinger, Decentralizing the City; A Study of Boston's Little City Halls (The Boston Urban Observatory, April, 1972).

4. Ibid., pp. 137-138.

5. Ibid., pp. 138-139.

6. As authorized by Section 2A (o), c. 31, G.L.

7. Fred Jordan, "The Confessions of a Former Grantsman," City Magazine, Vol. 5, No. 4, Summer 1971, p. 47; published by the National Urban Coalition.

8. Boston Finance Commission Report, Nov. 15, 1963, p. 66.

9. References to present personnel policies and programs are based on an interview with a Senior Personnel Analyst, Personnel Division, City of Boston.

10. Brown, Douglas V., Special Commission for the Study of Personnel Structure and Procedures, REPORT, August 1969, unpublished. Economics Department, M.I.T. p. 7.

11. A 1971 Act of the Legislation (Chapter 1051) slightly modified the absolute veterans' preference provisions of law applicable to disabled veterans. Although it did not change the rank order of disabled veterans on certified lists for appointment (disabled veterans who pass Civil Service examinations are placed at the top of such lists above veterans, members of certain other veteran-related groups with preference and non-preferred persons), the new legislation--for certified lists established after November 15, 1972--authorizes appointing authorities to pass over a disabled veteran in order to reach another certified applicant in exercising their appointment discretion. While disabled veterans may now be passed over, their rights of absolute preference as to employment retention remain intact; that is, where persons with Civil Service status are to lose their employment because of reductions in force, disabled veterans retain absolute preference over all other classified incumbents in decisions of layoff.

12. Boston National Alliance of Businessmen, "Proposals for a Public Service Career in Boston," May, 1970.

13. Roberts, Paul A., "Problems and Prospects of Manpower Planning: An Example," Public Personnel Review, April 1970, pp. 126-28.

14. NYC "Guide to Agency Personnel Management," 1970, p. 35; and Boston Finance Commission, 1966 Report, p. 6.

15. Ibid., p. 37.

16. Boston Municipal Research Bureau, Report on Salaries of Elective and Executive Positions in the City of Boston, July 1961, p. 10.

17. Commonwealth of Massachusetts, Report of the Special Commission on Civil Service and Public Personnel Administration, June 15, 1967, H. No. 5100.

18. Section 15A, c. 31, G.L.

19. Examination, Management Intern, May 1971.

20. City of Boston, Management Development Council Newsletter, July 1970.

21. Based on interview with former Commissioner of Public Works, City of Boston.

22. E. F. Ricketts, "Universities and City Personnel Needs," Public Personnel Review, April 1971.

23. Boston Finance Commission, Report to the Mayor, November 15, 1963, p. 6.

24. Ibid., p. 7; also, see Descriptive Materials of New York City Department of Personnel, 220 Church Street, New York City 10013, Bernard Berger, Director, Training and Career Development Division.

25. Report and Recommendations, Management Recruitment and Manpower Committee, City of Boston Management Development Council, Oct. 30, 1970, p. 2.

26. Robert D. Lee, Jr., Charles Cramford and Kathleen Rabena, "A Profile of State APT Manpower Resources: Preliminary Findings," Public Administration Review, Nov./Dec. 1970, p. 608.

APPENDIX

MANPOWER SURVEY - TABULAR RESULTS

FORM A

CITY OF BOSTON MANPOWER SURVEY

1 2

3 4 5 6 7

Home Address Zip Code

PLEASE READ THIS FIRST

Instructions:

For questions 1-18 and 24, write appropriate number(s) in blocks. For questions 19-23, write in your answer. Do *not* write in blocks.

(1) Employee Number — 8 9 10 11 12 13

(2) Dept. 14 15 | Div. 16 17

(3) Civil Service — Yes=1 No=2 — 18

(4) Civil Service Grade — R- 19 20

(5) Employment Status — Permanent=1 Provisional=2 Temporary=3 — 21

(6) Veterans Status — Yes=1 No=2 — 22

(7) Number of years you have worked for the City of Boston — 23 24

(8) Do you have any physical disabilities? — Yes=1 No=2 — 25

(9) Sex — M=1 F=2 — 26

(10) Age — 27 28

(11) Marital Status — Married=1 Single=2 Other=3 — 29

(12) Number of Dependents — (9 & over=9) — 30

(13) Number in Household — (9 & over=9) — 31

(14) Number in Household who are working — 32

(15) If hired since 1960, how did you first learn of your job? — Newspaper=1 Recruited=2 Employment Agency=3 Friends/Relative=4 Bulletin Board=5 School=6 Other=7 — 33

(16) Years of Formal Education Completed — 34 35

(17) High School Diploma — Yes=1 No=2 — 36

(18) Highest College Degrees — None=0 B.A.=1 B.S.=2 M.A.=3 M.S.=4 Ph.D.=5 LL.B.=6 Other=7 — 37

(19) Place of Birth _____ — 38 39

Mother's Place of Birth _____ — 40 41

Father's Place of Birth _____ — 42 43

(20) Do you have any special training for your present work (apprenticeship, military, schooling, etc.?) _____ — 44 45

(21) Do you hold any special licenses? Name them. — 46

(22) Work experience prior to your present position. (place & title & number of years) — 47 48 49 50

1. _____
2. _____
3. _____
4. _____

(23) Do you have any special skills not used on your present job? _____ — 51 52

(24) How do you get to work in the morning? — car=1 MBTA=2 walk=3 train=4 car & MBTA=5 train & MBTA=6 — 53

PLEASE COMPLETE AND RETURN WITHIN TWO DAYS

CITY OF BOSTON
MANPOWER SURVEY

Dear Respondent:

This questionnaire is being distributed by the City of Boston for the purpose of assisting in the identification of manpower requirements for the 1970's. This questionnaire is one part of a much larger effort which involves analysis of municipal manpower needs and which includes personal interviews with executives in nearly all city departments. It is sincerely hoped that you will find the time to complete this questionnaire and assist the city in this important effort.

The Department and Division code listed below should be used to fill in the appropriate blocks for question 2.

Edward T. Sullivan, Director
Administrative Services, City of Boston

DEPT.	DIV.
01	Mayor's Office
02	City Council
04	School Committee
06	Administrative Services Department
	01 Administrative Division
	02 Budget Division
	03 Personnel Division
	04 Purchasing Division
	05 Data Processing Unit
	06 Printing Section
	07 Art Commission
08	Assessing Department
	10 Board of Review
10	Auditing Department
12	Building Department
	12 Buildings Division
	13 Board of Appeal
	14 Board of Examiners
14	Committee on Licenses
	16 Beacon Hill Architectural Commission
16	Bureau of Milk and Licenses
18	City Clerk Department
20	Civil Defense
22	Council on Aging
24	Credit Union
26	Election Department

DEPT.	DIV.
50	Penal Institutions Department
52	Police Department
54	Public Facilities Department
56	Public Service and Information
28	Fire Department
30	Department of Health and Hospitals
	30 Mattapan Chronic Disease Hospital
	31 Long Island Chronic Disease Hospital
32	Health Insurance
34	Housing Inspection Department
	40 Weights and Measures Division
36	Law Department
	42 Workmen's Compensation Service
38	Library Department
40	Licensing Board
42	Licensing Division
44	Model Cities Department
46	Office of Human Rights
48	Parks and Recreation Department
	50 Parks, Playgrounds, Bath Divisions
	51 Cemetery Division
	52 Engineering Division

DEPT.	DIV.
58	Public Works Department
	60 Engineering Division
	61 Highway Division
	62 Sanitary Division
	63 Water Division
60	Public Improvement Commission
62	Real Property Department
	70 Real Property Board
	71 Foreclosed Real Estate
	72 Property Division
	73 Buildings Division
	74 Market Division
64	Registry Division
66	Retirement Board, Boston
68	Traffic and Parking Department
70	Treasury Department
	80 Treasury Division
	81 Collecting Division
	82 Sinking Fund Commissio
72	Veteran's Services Department
74	George Robert White Fund
76	Youth Activities Commission
78	Auditorium Commission
80	Boston Finance Commission
82	Boston Housing Authority
84	Boston Redevelopment Authority
86	Government Center Commission
88	School Department
90	Department of Planning and Engi

It is important that these questionnaires be returned within 2 days. Thank you for your cooperation.

TABLE 1

COMPENSATION GRADES BY DEPARTMENT AND DIVISION

Department	Compensation Grade													
	00	<8	9&10	11	12	13	14	15	16	17	18	19	20	Total
Admin. Serv.	1	1			1		4							7
Personnel		2		2		1	1		1	1		1		9
Purchasing				3			3		4		1			11
Data Process.	1	6	1											8
Printing	21									1				22
Assessing	7	3		3	1	1		1	3	2	1			22
Auditing	2			6		9	4		7				1	29
Building	5			2	61	17	3	9	4	4			2	107
Election			25	10	3	3	1	3	1					43
Fire		6		3	1	1				1				12
Health & Hosp.	70	48	9	36	16	14	7	15	13	2		1		241
Matt. Hosp.	4	3												7
Housing Insp.	30	6			61	1	12	1	6		1			118
Wt. & Measures			12						1					13
Law	24				1				2	1				28
Library	269	20		1		1	1		1					293
Lice. Brd.	1	3		4										8
Off. Hum. Rgt.	13													13
Park & Rec.		1												1
Play & Bath	13	16		4	3	2	4							42
Engineering											1			1
Pub. Fac.	32													32
OPS	51	1											1	53
P.W. Eng.	2	6	2	11			7	1	9	3	4	1	1	47
Highway	1	1	14	20	3		5		1	4				49
Sanitary	1		42	15	2		5	1	2		2		1	71
Water			9	8		1				1			1	20
Sewer				14		2	1	1	1	1	1	2	1	24
Real Property	2	2		1	5	6	1	3	1	1			1	23
Registry		25	4	2	1	2	1	1				1		37
Ret. Brd.	1	5		1					1				1	9
Traf. & Park.		9	14	1	1		1	3	2	3	3	1	1	39
Treasury Div.	1	2		4		1		1	2		1			12
Collect Div.		2			7		1		2	1				13
Vets. Serv.		5	1	5	2	1	1							15
BRA	140		1	1									1	143
Econ. & Dev.	11													11
Drug A. Ctr.	8													8
Elderly	5													5
Rent Comm.	6													6
Justice Adm.	28													28
TOTAL	750	173	134	157	166	63	63	40	64	26	15	7	12	1680

NOTE: 00 represents "no reply to the question" or "not applicable".

TABLE 2

LENGTH OF EMPLOYMENT VS. COMPENSATION GRADE

No. of Years	Compensation Grade													
	00	<8	9 & 10	11	12	13	14	15	16	17	18	19	20<	Tot
00	38	7	2		2	1	1	2						
1 yr.	208	38	4	11	7	2	5	3	2	1				2
2 yrs.	126	17	5	9	17		1		3				3	1
3	64	14	10	7	12	3	1	1	1	1		1		
4	42	13	4	5	16	2		3						
5	38	12	8	8	26		2							
6	18	13	6	9	16	4	2	1						
7	21	7	2	10	6	2	1			1	1			
8	26	6	2	5	7	3	1	4						
9	22	4	2	1	9	2		1	1					
10	17	6	1	4	5	2	3	1	2					
11	7	2	2	4	2		2	1	1					
12	6	5	5	5	2		2		2				1	
13	6		3	5		8				1				
14	8	2	8	1	3		1	1						
15	5	4	3	5	3	2	1		3	2				
16		5		3	2	1	3		2					
17	2	4	1	3	1	1			2		1			
18	3	2	1	3	1	2								
19	5		8	3		1	3	1		1				
20-25	40	14	42	33	14	12	21	10	16	6	4	1	2	
26-30	11	5	11	9	7	9	8	7	9	3	2	2		
31-35	18			8	5	3	1	1	10	1				
36-40	9	2	1	4	2	2	4	2	4	5	4		3	
Over 40	22	1	3	4	3	3	3	2	8	7	4	3	3	
TOTAL	762	183	134	159	168	65	66	41	66	29	16	7	12	1

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 3

AGE RELATED TO LENGTH OF CITY EMPLOYMENT

No. of years worked for city	Age of Employee												
	19	20	21	22-24	25-34	35-44	45-54	55-59	60-61	62-64	65-74	75 <	Total	00
00	3	1	3	12	14	9	5	2		2			53	2
1	12	11	9	92	92	24	23	8	4	1	2		281	3
2	5	3	7	23	70	29	21	11	2	2	2		181	5
3	1	3	1	20	34	23	18	7	3	2	2		115	1
4	1	1	4	12	17	16	20	5	2	2	3		85	2
5	1		1	10	32	18	21	8		2			94	1
6				7	21	11	10	10	1	3	2		69	4
7		1		6	19	6	11	4	1	1			51	2
8				1	14	13	12	4	2	4	2		54	2
9					10	8	12	3	2	5	2		42	
10					10	9	10	6	2	1	1		41	2
11					6	7	2	4		1			21	1
12					8	8	6	2	1	2			28	1
13					4	3	10	3		1			23	2
14						10	6	5			1		24	2
15					2	9	8	6			1		28	2
16					1	3	6	2	1	1			16	2
17						1	7	4		1			15	2
18						4	3	1	2	1	1		12	
19						2	9	5	1	1	2		22	2
20-25					1	36	89	44	10	13	12		215	9
26-30						4	26	18	11	6	14		82	3
31-35							9	19	3	5	8		47	2
36-40							2	8	7	12	9		41	3
Over 40								1	8	10	21	3	42	2
TOTAL	23	20	25	183	355	252	346	190	63	79	85	3	1682	57

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 4

AGE DISTRIBUTION WITHIN COMPENSATION GRADES

Age	Compensation Grade													
	00	<8	9&10	11	12	13	14	15	16	17	18	19	20<	Total
00	27	5	4	6	5	2	5	1	1	1				57
<19	11	13												24
20	12	6		1		1								20
21	12	6	1	6										25
22-24	129	24	4	19	8									184
25-34	218	27	10	22	33	10	16	9	5	4			2	356
35-44	115	12	33	22	36	13	9	4	11	4	1	1	3	255
45-54	110	39	46	35	42	15	17	10	19	5	1	2	1	346
55-59	56	25	20	20	22	13	9	8	9	3	5			190
60-61	21	6	3	7	4	6	1	4	6		2	2	2	64
62-64	19	11	10	10	7	2	2	2	4	5	3	1	3	79
65-74	28	7	10	9	6	3	4	2	7	3	3	1	1	84
75<		1							2	1				4
TOTALS	758	182	141	157	136	65	63	40	64	27	15	7	12	1688

NOTE: 00 represents "no reply to the question" or "not applicable".

TABLE 5

AGE DISTRIBUTION BY DEPARTMENT

Department	Age													
	00	<19	20	21	22-24	25-34	35-44	45-54	55-59	60-61	62-64	65-74	75<	Total
Mayor	0	0	0	0	0	1	2	3	0	0	0	0	0	6
Admin. Serv.	2	3	1	0	2	9	10	13	9	0	2	5	1	57
Assessing	5	0	1	0	1	1	1	6	3	0	2	2	0	22
Auditing	0	0	0	0	0	0	8	7	4	2	3	5	0	29
Building	5	0	0	0	0	11	23	30	15	7	10	5	1	107
Election	1	0	0	0	0	1	11	11	8	2	4	5	0	43
Fire	1	1	0	0	1	1	0	2	3	1	2	0	0	12
Health & Hospital	9	3	6	9	56	63	15	38	25	12	6	6	0	248
Housing Inspection	1	4	2	0	9	30	31	30	18	1	1	4	0	131
Law	0	0	0	0	0	12	6	5	3	0	1	1	0	28
Library	13	7	6	3	63	68	25	43	26	13	10	15	1	293
Licensing	1	0	0	0	0	1	1	2	3	0	0	0	0	8
Off. Human Rights	1	0	0	2	5	5	0	0	0	0	0	0	0	13
Parks & Recreation	6	1	1	1	4	4	6	8	8	1	2	2	0	44
Public Facilities	1	0	0	0	0	7	14	4	2	2	1	1	0	32
OPS	1	0	0	1	10	15	12	8	5	0	1	0	0	53
Public Works	2	3	1	5	10	28	35	62	22	11	16	15	1	211
Real Property	0	0	0	0	1	3	2	9	2	3	3	0	0	23
Registry	0	1	2	1	4	3	1	9	9	2	2	3	0	37
Retirement Board	0	0	0	2	2	1	4	0	0	0	0	0	0	9
Traffic & Parking	1	0	0	0	2	5	6	11	5	1	5	3	0	39
Treasury & Collect.	1	0	0	0	4	3	3	3	2	2	3	4	0	25
Veteran's Services	2	0	0	0	1	1	4	3	3	0	1	0	0	15
BRA	3	0	0	0	0	45	36	32	13	3	6	5	0	143
Econ. & Indus. Dev.	0	0	0	0	1	8	0	2	0	0	0	0	0	11
Drug Abuse	0	0	0	0	1	5	0	1	1	0	0	0	0	8
Elderly	0	0	0	0	0	3	2	0	0	0	0	0	0	5
Rent Commission	0	1	0	1	0	3	0	0	0	1	0	0	0	6
Justice Admin.	1	0	0	0	7	18	2	0	0	0	0	0	0	28
TOTAL	57	24	20	25	184	355	260	342	189	64	81	81	4	1629

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 6

AGE DISTRIBUTION BY SEX

Age	00	MALE	FEMALE	TOTAL
00	3	24	30	57
<19		7	17	24
20	1	6	13	20
21		12	13	25
22-24		59	125	184
25-34	1	235	120	356
35-44		205	50	255
45-54		246	100	346
55-59		120	70	190
60-61		40	24	64
62-64		59	20	79
65-74	1	58	25	84
75		3	1	4
TOTALS	6	1074	598	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 7

YEARS OF EDUCATION COMPLETED RELATED TO AGE

Years of Education Completed	Age of Employee													
	00	<19	20	21	22-24	25-34	35-44	45-54	55-59	60-61	62-64	65-74	75<	Total
<6	1					3	1	4			1			10
7						1						1		2
8	3				1	2	8	10	13	3	7	10		57
9	2	1			1		3	8	9	1	4	3		29
10	2				1	6	13	17	8	2	7	4		60
11		1			1	5	8	16	8	2		3		44
12	23	15	11	9	39	91	92	160	74	33	25	23	2	597
13	1	4	1	1	9	14	11	17	12	2	2	7		81
14	4	1	6	7	16	34	29	29	16	6	11	7		166
15	2	2		2	26	18	11	8	8	3	2	7	1	90
16	9			6	53	47	29	32	13	6	14	12	1	222
17	4		1		31	35	14	15	11	2	2			115
18	1				6	34	10	20	8	1	2	2		84
19	1					27	12	1	6	1		2		50
20	3		1			22	11	4	6	2		3		52
21						8	2		1		1			12
22						4		1	1					6
23						3	1	2			1			7
24						1								1
25								1						1
27								1						1
30	1													1
TOTALS	57	24	20	25	184	274	255	346	194	64	79	84	4	1688

NOTE: 00 represents "no reply to the qeustion" or "not applicable".

TABLE 8

HIGH SCHOOL DIPLOMA AND COLLEGE DEGREE RELATED TO AGE

Age	Total in Age Group	High School Diploma					College Degree									
		OO	Yes	%	No	%	OO	BA	BS	MA	MS	PhD	Llb	Other	% With Degree	Total
OO	57		51	90%	6	10%	36	5	8	1			1	6	37%	21
<19	24		23	96	1	4	24									
20	20		19	95	1	5	17		1					2	15	3
21	25		24	96	1	4	18	2	2					3	28	7
22-24	184		179	97	5	3	80	61	13	5	9			16	57	104
25-34	356	1	337	95	18	5	147	42	13	36	35	5	21	51	57	203
35-44	255		223	88	32	12	156	13	20	11	15	1	9	30	39	99
45-54	346	1	288	83	57	16	262	10	16	5	9	2	9	33	24	84
55-59	190		155	82	35	18	141	8	7	3	7		6	18	26	49
60-61	64		56	88	8	12	50	2	5	1				6	22	14
62-64	79	2	56	71	21	27	56	1	8	1	1		2	10	29	23
65-74	84	1	64	76	19	23	62	8	3		1		4	6	26	22
75 >	4		4	100			4									
Totals	1688	5	1475	87%	204	12%	1053	152	96	63	77	8	52	181	37%	629

NOTE: OO represents "no reply to the question" or "not applicable".

TABLE 9

YEARS OF EMPLOYMENT RELATED TO COLLEGE DEGREE EARNED

Years of City Employment	College Degree Earned								
	None	B.A.	B.S.	M.A.	M.S.	Phd.	Llb.	Other	Total
00	27	7	4	2	1	1	4	7	53
1 yr.	123	67	16	24	14	4	9	24	281
2 yrs.	83	24	11	13	16	1	10	23	181
3	54	14	9	5	11		5	17	115
4	52	6	7	1	5	1	1	12	85
5	60	3	5	3	1		1	21	94
6	55	1	2	1	2		1	7	69
7	34	1	4	3	3		1	5	51
8	39	1	5	1				8	54
9	31	3	1	1	2		1	3	42
10	28	3	4	1	2		1	2	41
11	17	1	1		1				21
12	18	1	1		1			7	28
13	21			1			1		23
14	22						1	1	24
15	19		2	1	1			5	28
16	15		1						16
17	10		2		2		1		15
18	8	1			1			2	12
19	18	1	1			1		1	22
20-25	172	5	8	3	8		9	9	215
26-30	64	5	5				2	7	83
31-35	27	2	4	3	3		2	6	47
36-40	22	3	7		1		3	6	42
Over 40	34	3	2		1			6	46
TOTAL	1054	153	102	63	76	8	53	179	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 10

COMPENSATION GRADE RELATED TO YEARS OF EDUCATION

Years of Education Completed	Compensation Grade													
	00	<8	9&10	11	12	13	14	15	16	17	18	19	20	TOTAL
0	4	1				1								7
<6	1		1	1										3
7		2												2
8	16	5	11	10	9	3	1	1	1					57
9	2	9	10	3	2	1		1	1					29
10	11	9	20	5	9	2	1	2	1					60
11	10	10	10	3	6	1	2		1	1				44
12	170	108	65	76	85	24	27	11	19	2	5	3	2	597
13	25	13	7	11	10	5	3	1	3	2			1	81
14	59	11	4	22	20	14	8	6	10	6	3		3	166
15	59	2	1	5	2	7	4	2	5	1		1	1	90
16	135	12	2	15	15	2	8	7	12	9	1	1	3	222
17	97	1	2	2	1		4	3	2		2	1		115
18	62			4	4		1	5	4	3		1		84
19	42						2	1	3		2			50
20	41				2	3	2		2	1	1			52
21	10										1		1	12
22	4				1					1				6
23	6												1	7
24	1													1
25>	3													3
TOTAL	758	183	134	157	166	63	63	40	64	26	15	7	12	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 11

COMPENSATION GRADE BY SEX

Sex	Compensation Grade													
	00	<8	9 & 10	11	12	13	14	15	16	17	18	19	20<	TOTAL
00	5				1									6
Male	423	57	111	110	140	48	49	25	52	26	14	7	12	1074
Female	330	126	23	47	25	15	14	15	12		1			608
TOTAL	758	183	134	157	166	63	63	40	64	26	15	7	12	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 12

SPECIAL TRAINING vs. COMPENSATION GRADE

Special Training	Compensation Grade													
	00	8	9&10	11	12	13	14	15	16	17	18	19	20	Total
00	4		2		1				1					8
No Special Training	189	117	90	80	57	27	15	9	21	5	4	1	2	617
Clerical	33	24	9	16	10	7	7	1	8	1			1	117
Craft and Trade	38	8	12	3	29	9	4	6	2	3				114
Sales	1													1
Management							1							1
Professional-College degree	377	9	3	6	9	4	10	12	12	8	5	2	4	461
Sub-Professional Course Work	106	23	9	43	49	10	23	7	18	8	5	3	5	309
Military	10	2	9	9	11	6	3	5	2	1	1	1		60
TOTAL	758	183	134	157	166	63	63	40	64	26	15	7	12	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 13

SPECIAL LICENSES BY COMPENSATION GRADE

Compensation Grade	Special Licenses										
	No Special License	Notary Public	Real Estate Broker	Professional Engineer	Member of Bar (Mass. or other State)	Sanitarian	Accounting (CPA)	Nurse (R.N.) (L.P.N.)	Craft License (Master Electrician, Plumber, etc.)	Other	Total
00	570	16	29	9	30	0	3	30	12	60	759
>8	171	1	1	2	0	0	0	1	0	7	183
9 & 10	110	3	5	0	0	0	0	0	7	9	134
11	125	2	6	0	0	0	0	0	4	21	158
12	82	3	9	4	1	11	0	0	50	6	166
13	34	2	1	4	1	0	0	0	14	7	63
14	47	1	3	0	1	7	0	0	1	3	63
15	21	0	5	2	0	1	0	1	6	4	40
16	40	0	2	4	2	5	1	1	1	8	64
17	13	0	0	7	2	0	0	0	3	1	26
18	5	0	0	8	1	1	0	0	0	0	15
19	3	0	1	3	0	0	0	0	0	0	7
20<	5	0	0	7	0	0	0	0	0	0	12
TOTALS	1226	28	62	50	38	25	4	33	98	126	1690

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 14

SPECIAL LICENSES BY DEPARTMENT

Department	Special Licenses										
	None	Notary Public	Real Estate Broker	Profes- sional Engineer	Member of Bar	Sani- tarian	CPA Ac- counting	Nurse (R.N.) (L.P.N.)	Craft License	Other	Tot
00	1										
Mayor	3				2					1	
Admin. Serv.	53		1		2		1				5
Assessing	14		4		3				1		2
Auditing	28						1				2
Building	27		3	1					75	1	10
City Clerk											
Election	35		5						1	2	4
Fire	11									1	1
Health & Hos.	178	1	2					29		38	24
Housing Insp.	80	1	13		1	25			3	8	13
Law	12	1			15						2
Library	256	1		2				1	1	32	29
Licensing	7							1			
Off. Hum. Rt.	13										1
Park & Rec.	40	1		1						2	4
Pub. Facil.	18	1	4	2	1				1	5	3
OPS	39	8	2		2			1		1	5
Pub. Works	154	1	2	25					10	19	21
Real Prop.	8		1	12						2	2
Registry	29	6	2								3
Ret. Brd.	8		1								
Traf.& Park.	33	1	1						1	3	3
Treas.& Coll.	23		1				1				2
Vets. Serv.	13	1								1	1
BRA	93	2	18	7	8		1		5	9	14
Econ.& Dev.	8		1		2						1
Drug Abuse	8										
Elderly	4				1						1
Rent Com.	4	2									
Justice Adm.	23	1	1		1			1		1	2
Totals	1223	28	62	50	38	25	4	33	98	126	168

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 15

HOW EMPLOYEES LEARNED OF JOBS: MALE/FEMALE

Sex	How Learned of Job								
	00	Newspaper	Recruited	Employment Agency	Friends/ Relative	Bulletin Board	School	Other	Total
00	3		1	1	1				6
Male	395	36	124	10	255	65	41	148	1074
Female	183	21	34	10	184	6	54	116	608
Total	581	57	159	21	440	71	95	264	1688

Note: 00 represents "no reply to the question" or "not applicable".

TABLE 16

HOW EMPLOYEES LEARNED OF JOB/RELATED TO AGE

Age	How Employees Learned of Job								
	Hired before 1960, or no answer	News-paper	Re-cruited	Employment Agency	Friends/ Relatives	Bulletin Board	School	Other	TOTAL
00	36	2	3		6	2		8	57
<19		1			19		3	1	24
20	1				12	1	5	1	20
21	1		2		12	1	4	5	25
22-24	11	6	15	4	66	3	36	43	184
25-34	22	16	51	10	113	14	28	101	355
35-44	74	9	35		75	11	8	43	255
45-54	162	15	29	3	80	19	7	31	346
55-59	111	4	13	2	32	11	1	16	190
60-61	42	2	4	1	6	5		4	64
62-64	54	1	3	1	12	3	1	4	79
65-74	63	1	4		7	1	2	6	84
75	4								4
TOTALS	581	57	159	21	440	71	95	263	1687

TABLE 17

HOW EMPLOYEES LEARNED OF JOB RELATED TO COMPENSATION GRADE

Compensation Grade	How Employees Learned of Job								
	00	Newspaper	Recruited	Employment Agency	Friends/ Relative	Bulletin Board	School	Other	Total
00	141	43	127	11	207	7	56	167	759
8	49	7	1	2	72	8	11	33	183
9 & 10	76	2	5	1	30	4	6	10	134
11	77	2	7	2	41	8	10	11	158
12	37	0	9	3	56	37	5	19	166
13	39	0	5	1	7	4	1	6	63
14	40	0	0	1	12	1	2	7	63
15	23	0	0	1	6	1	3	6	40
16	51	2	4	0	4	1	0	2	64
17	21	1	0	0	1	0	1	2	26
18	14	0	0	0	1	0	0	0	15
19	5	0	1	0	1	0	0	0	7
20	8	0	0	0	3	0	0	1	12
TOTAL	581	57	159	22	441	71	95	264	1690

Note: 00 represents "no reply to the question" or "not applicable".